Supported Employment Initiative delivered by Employment Corporations funded by LMDA in partnership with the Department of Human Resources and Employment

Summative Evaluation
FINAL REPORT

Prepared for:
Human Resources Development Canada, and
Department of Human Resources and Employment

November 2001

105-07034/

Acknowledgements

Don Gallant and Associates wish to thank all those who assisted in this summative evaluation, including members of the Evaluation Steering Committee. This committee provided thought provoking discussion and feedback throughout the evaluation process and this assistance was invaluable in the completion of this report.

Evaluation Committee Members

Sharon Knott	Program Director (HRE - Employment and Career Services)
Carla Woodworth-Lynas	Senior Policy and Program Development Specialist (HRE - Committee Chair)
Ken O'Brien	Program and Policy Development Specialist (HRE)
Joanne MacDonald	Business Lines Consultant (HRDC)
Ray McIsaac	Newfoundland and Labrador Association for Community Living
Wayne Smith	Manager, Federal/Business Partnership Unit (HRDC)
Fred Phelan	Economist, HRDC
Alison Earle	Assistant Deputy Minister (HRE)
Allan Corbett	Manager, Adult Programs (HCS)

Special thanks are due officials of Human Resources Development Canada, Human Resources and Employment, Health and Community Services, and the Newfoundland and Labrador Association for Community Living who were willing to share their time and opinions with the consultants through participation in the key informant interviews.

A sincere thank you is extended to the Board members and staff of the Employment Corporations who participated so energetically in this evaluation and whose frank commentary enabled a comprehensive analysis to be completed. In particular, we wish to thank the program staff who were of immeasurable assistance in the collection of the required statistical and demographic data. Finally, special acknowledgement and thanks is extended to clients (and their families) who participated in our interview series and who so freely gave of their time and shared their stories with us.

Table of Contents

Page

Acknowledgements i
Table of Contents ii
List of Tables vi
List of Figures vii
Executive Summary viii

1.0 Introduction 1
1.1 Purpose and Scope of the Evaluation 1
1.2 Format of Report 3

2.0 Methodology 5
2.1 Consultation with Evaluation Committee 5
2.2 Document and Literature Review 5
2.3 Administrative Data Analysis 5
2.4 Interviews with Key Informants 6
2.4.1 Clients 6
2.4.2 HRE and HRDC Staff 6
2.4.3 Employment Corporations 6
2.4.4 Employers 7
2.4.5 Department of Health and Community Services 7
2.4.6 Other Key Stakeholders 7
2.5 Focus Groups 7
2.5.1 Boards of Directors, Employment Corporations 7
2.5.2 Co-workers 8
2.6 Benefits and Costs 8
2.7 Limitations 9

3.0 History and Current Status of Supported Employment 10
3.1 The Supported Employment Model - Overview 10
3.2 The Provincial Perspective 12
3.3 Original Objectives of the Supported Employment Program 13
3.4 Evolution of Supported Employment in the Province 15
3.5 Current Objectives of the Program 17
3.6 Differences in Objectives across Corporations 18

4.0 The Partnership 19
4.1 Roles and Responsibilities of the Partners 19
4.1.1 Duplication 21
4.1.2 Gaps 21
4.2 Communication and Coordination Mechanisms 23
4.3 Understanding and Support of the Initiative by HRDC, HRE, and the Corporations .. 25
4.3.1 HRDC 25
4.3.2 HRE 26
4.3.3 Corporations 26
4.4 Compatibility of the Supported Initiative with the Organizational Mandates, and Missions of HRDC and HRE, and the Associated LMDA and EAPD Agreements 27
4.5 Partnerships with Other Community and Government Organizations 31
4.6 Utilization of other Resources 34

5.0 Delivery and Implementation of Program 35
5.1 Client Group Served 35
5.2 Client Intervention Process 36
5.2.1 Referral Process 36
5.2.2 Intake Procedures 37
5.2.3 Individual Planning Processes 38
5.2.4 Recruitment of Employers 38
5.2.5 Matching Clients with Jobs 39
5.2.6 Monitoring and Supporting Job Placements 40
5.2.7 Tracking and Measuring Individual Progress Toward Identified Goals 42
5.2.8 Program Exit Procedures 43
5.2.9 Follow up Procedures 43
5.3 Tracking of Outcomes Information 44
5.3.1 Tracking Mechanisms 44
5.3.2 Existing Outcomes Data 44
5.4 Monitoring of Funding Provided to Corporations 45
5.4.1 Monitoring Procedures 45
5.4.2 Suggested Improvements to Financial Monitoring Procedures 47
5.5 Staffing Structures of the Corporations 48
5.5.1 Staff Complements 48
5.5.2 Staff Qualifications and Experience 50

5.5.3 Staff Training and Orientation 51
5.5.4 Capacity of the Corporations to Respond to the Needs of Clients in A Timely Fashion 52
5.5.5 Geographic Areas Not Served 53
5.5.6 Changes Needed to Enable Corporations to Serve Additional Clients 53
5.6 Perceived Appropriateness and Effectiveness of the Implementation 54

6.0 Client Outcomes 56
6.1 Client Characteristics 56
6.1.1 Gender and Age of Clients 56
6.1.2 Primary Disabilities of Clients 57
6.1.3 Setting or Status at the Time of Referral 58
6.2 Employment Patterns of Clients 59
6.2.1 Types and Numbers of Jobs Held 59
6.2.2 Wages Earned 61
6.2.3 Hours and Weeks Worked 66
6.3 Co-Worker Support Provided 67
6.4 Job Satisfaction 70

7.0 Benefits and Costs of the Initiative 72
7.1 Identified Direct and Indirect Benefits 72
7.1.1 Clients 73
7.1.2 Employers 74
7.1.3 Corporation Staff 74
7.1.4 Families 75
7.1.5 Government 76
7.1.6 Community 76
7.2 Financial Analysis 77
7.2.1 Supported Employment Program Clients 77
7.2.1 Analytic Procedure 78
7.2.3 Variables Considered 78
7.2.4 Benefits/Costs for Clients 81
7.2.5 Benefits/Costs for Government/Taxpayers 81

8.0 Key Findings, Discussion and Recommendations 85
8.1 Key Findings and Discussion 85
8.1.1 Objectives of the Model 85
8.1.2 The Partnership 88
8.1.3 Delivery and Implementation 90
8.1.4 Client Outcomes 96
8.1.5 Benefits and Costs 97
8.2 Recommendations 97

9.0 Conclusions 102

10.0 References 104

Appendices 105
Appendix A: List of Corporations and their Locations
Appendix B: Protocols for guiding interviews and focus group sessions
Appendix C: Copy of Client Data Sheet (blank)
Appendix D: Copies of Monthly Client Data and Activity reports (blank)
Appendix E: Rules for computing costs (HRE, HCS, and alternative program) in the absence of employment

Tables

Table 1: Position Titles and Salary Ranges of Corporation Staff 49
Table 2: Primary Disability of Clients 58
Table 3: Distribution of Client Jobs across Occupational Categories 60
Table 4: Detailed Breakdown of Occupational Categories of Most Frequently held Positions 61
Table 5: Wage Rates and Distributions of Rates across the Three Types of Employment 62
Table 6: Range and Distribution of Earned Income for Those in Paid Employment 63
Table 7: Range and Distribution of Salaries Earned in Self Employment 64
Table 8: Total Annual Income Earned in each Type of Employment 65
Table 9: Range and Distribution of Annual Hours Worked by Clients in Different Types of Employment 66
Table 10: Average Hours Worked per Week across Different Types of Employment 67
Table 11: Total Hours Worked by Clients and Total Hours of Co-worker Support Provided across Types of Employment 68
Table 12: Level of Co-worker Wupport across Types of Employment 69
Table 13: The Major Beneficiaries and Benefits (Direct and Indirect) of Supported Employment 72
Table 14: Usage of Income Support and Home Support Services by Hours Worked by Clients who were Over the Age of 21 During the Year 2000-2001 82
Table 15: Summary of Financial Impacts on Government/Taxpayers (2000-2001) 84

Figures

Figure 1: Age at Time of Referral across All Clients for Whom Birth and Referral Dates were Available (n=446) 38

Figure 2: Age of Clients at the Start of the 2000-2001 Fiscal Year 57

Executive Summary

This summative evaluation of the **Supported Employment Initiative,** delivered by LMDA funded Employment Corporations in partnership with the Department of Human Resources and Employment, was commissioned by the Departments of Human Resources Development Canada (HRDC) and Human Resources and Employment (HRE).

The primary purpose of this summative evaluation was:

- to determine if the model still reflected and responded to the employment needs of persons with developmental disabilities (particularly those individuals requiring extensive and/or ongoing support),
- to determine if the program model and delivery mechanism ensured/maximized the labour force participation of this client group,
- to enable commentary on the effectiveness of the newly formed partnership between HRE and HRDC within this area, and
- to provide a brief review of the origins of the province's supported employment model, and the changes that have occurred relative to its stated objectives and delivery since inception.

The methodology used within the evaluation process included: an Administrative and File Review, Document and Literature review, Key Informant Interviews with consumers, officials of HRE and HRDC, staff of employment corporations, Employers, Staff of Health and Community Services, and other stakeholders including NLACL and CPA. Focus Group sessions were conducted with Boards of Directors of all Employment Corporations, and representative sample of Co workers. A financial analysis of the associated costs and benefits of the Supported Employment Initiative was also completed.

Summary of Findings

Objectives of the Model

- During the formative years of the Supported Employment model in Canada, the province was viewed as a leader in program design and delivery.

- The initiative was originally designed for and directed toward individuals who were leaving institutions and who, for the most part, were more likely to require extensive and ongoing support. In recent years, there has been a movement away from serving persons who require this level of support.
- Current policy statements make no reference to type or extent of disability in describing clients of the initiative.
- In comparing the original objectives of the program to those of today it is apparent that, although much change has occurred within the context of the supported employment initiative, the basic tenets of the program area and underlying philosophy have remained constant.
- All corporations demonstrate a general understanding of and adherence to the current objectives and principles of the supported employment initiative.
- Corporations have established partnerships with and are involved in the community economic development activities of the communities in which they are located.

The Partnership

- There is a clear understanding and delineation of the respective roles of each of the individual partners. The primary role of HRDC is to provide administrative funding; HRE's primary role is provision of co-worker funding; and the Corporation's role is to deliver the service.
- The partnership between government and the third sector has remained strong and interactive. The recent entry of HRDC (via LMDA funding) has strengthened and expanded the partnership and resulted in enhancements, particularly in the area of financial accountability.
- The Supported Employment model and associated delivery practices are compatible to and consistent with the mandates and missions of HRDC, HRE, and associated funding mechanisms such as LMDA (EAS) and EAPD
- Employment Corporations have created and maintained strong and positive linkages with a variety of community organizations, particularly in the employer sector.
- There is a need for training and professional development that would enable a more consistent knowledge base among Board members, corporation staff, co-workers and government officials regarding the philosophy, intent, and best practices within supported employment.

- At present there is no mechanism or funding to enable gathering or dissemination of information regarding the model or associated practices.
- Current communication mechanisms are adequate across the partners but enhancements are required.
- Partnerships within the Supported Employment Model should be expanded to include the Departments of Health and Community Services and Education.
- There has been an acknowledged decrease in provincial leadership and demonstrated vision within the program area during recent years.

Delivery and Implementation

- The majority of employment corporations serve only people with developmental disabilities.
- The majority of clients (56.2%) were at home with no day time activities at time of referral and were still school aged (47%).
- Similar intake and planning processes exist across all corporations.
- Adequate monitoring of and support to job placements of clients is occurring via the use of a combination of on-site visits and co-worker support.
- Of the 461 clients employed, 320 (69.4%) had full time co-worker support while 98 (21.3%) had no co-worker support. Of the 99 clients interviewed 25% indicated they had too much co-worker support.
- Different models of co-worker support are currently being used in a limited way by some corporations.
- There are factors present, beyond the level of individual disability, that both create and maintain the need for co-worker support.
- The current model does not utilize natural supports on the job site (as an alternative to formal co-worker support) to the extent that is both possible and indicated. Some clients were being over-supported or inappropriately supported in their current employment situations.
- Corporations are providing a range of supports to enable clients to successfully engage in self employment initiatives.
- Current practice and delivery methods employed by the corporations and their staff fall within the acceptable policy and model parameters of the supported employment initiative and have led to positive employment outcomes for clients.

- The current system relies heavily on the use of paper reporting, requires considerable time and effort on the part of corporation staff and has not resulted in the development of an adequate, accurate and readily accessible data base at either the corporation or government levels with respect to the supported employment program, the clients served, and/or associated client and program outcomes.
- The general impression that exists across all partners is that financial monitoring practices employed by HRDC staff are too restrictive and excessively time consuming and that HRE district and regional staff are not involved to the extent they should be in financial monitoring procedures.
- There are several areas of the province that are currently not being served and from which there have been requests for service. These include: Burgeo, South Coast, Northern Peninsula, Coastal Labrador and the Twillingate/New World Island, Avondale, and Ferryland areas.

Client Outcomes

- The supported employment initiative assisted 461 clients to obtain/maintain employment during the fiscal year 2000 - 2001. Of clients served, 295 (64%) were male, 166 (36%) were female, with the average age being 30.3 years (range of 15 - 62 years).
- The majority of clients (93.7%) had a developmental disability as the primary disability.
- Only 5.3% of clients had employment earnings in the month prior to referral.
- The 461 clients held a total of 538 jobs during the fiscal year 2000 - 2001 within three broad types of employment: Paid employment (456), self employment (52), and commission sales (30).
- The majority of clients held one job during 2000 - 2001, with most jobs (66.3%) being in the Sales and Service sector.
- Clients of the supported employment program generated in excess of $2.5M in total earned income during 2000 - 2001. The average annual salary earned was $5,727.
- 94% of clients interviewed indicated high levels of satisfaction with their jobs.
- Wage subsidies were utilized by employers for 73 of the 461 clients employed during the fiscal year 2000 - 2001.
- Three (3) employment corporations own and operate small businesses, and employed clients (approximately 14) in these businesses.

Benefits and Costs

- Employment generated through the supported employment model resulted in reduced annual expenditures for both HRE and HCS.
- Total unadjusted delivery cost for the supported employment initiative during 2000 - 2001 was $4, 998,234
- The supported employment initiative within Newfoundland and Labrador had a net expenditure level of approximately $706,235 in the 2000-2001 fiscal year yielding a net annual per client cost of approximately $1532.
- There were in excess of 650 people (clients, program staff and co-workers) whose employment was connected to the initiative throughout communities across the province.
- The supported employment program had positive impact and effect across a wide range of stakeholders, including families, employers, corporation staff, government and the wider community.
- The supported employment initiative is beneficial to consumers in that, on average, they are earning more income from working (approximately $1,735) than they would be receiving if they remained entirely dependent upon income support.
- The supported employment model, as delivered by Employment Corporations, was shown to be an effective mechanism by which persons with developmental disabilities could obtain and maintain employment in the community.

Recommendation

A Provincial Advisory Committee on Supported Employment must be established to oversee the development and enhancement of the model in this province.

This recommended Advisory Committee is viewed as an appropriate mechanism for the further clarification of program goals and objectives, identification and dissemination of best practices, provision of program leadership and direction, and facilitation of communication among partners at the provincial, regional and local levels. It is suggested that NLACL be supported to take a lead role in the establishment of such a committee.

Conclusions

The data collected within this summative evaluation of the Supported Employment Initiative support the following conclusions:

- the supported employment initiative in Newfoundland and Labrador acts as an effective mechanism to assist persons with developmental disabilities acquire and maintain employment.
- It presents as a necessary and important component to an overall employment and career services strategy for persons with developmental disabilities within the province.
- The supported employment model and its associated delivery mechanism has become entrenched in the fabric of many communities of the province and maintains a high level of visibility and profile within the local community development activities of these communities
- The initiative yielded a modest per client delivery cost with significant economic and social benefits, producing real paid employment for persons with developmental disabilities as well as secondary employment through creation of needed program and delivery staff.
- The initiative has enabled many individuals with developmental disabilities who, without initial and ongoing support, would be unable to acquire or maintain employment, to enter and remain in the regular work force.
- Participation in the workforce of persons with developmental disabilities has resulted in much positive individual growth, and equally importantly has also resulted in community growth with respect to acceptance of diversity and greater community inclusion.

1.0 Introduction

This summative evaluation of the **Supported Employment Initiative,** delivered by Employment Corporations funded by LMDA in partnership with the Department of Human Resources and Employment, was commissioned by the Departments of Human Resources Development Canada (HRDC) and Human Resources and Employment (HRE).

1.1 Purpose and Scope of the Evaluation

Seventeen (17) Employment Corporations within Newfoundland and Labrador were included within the scope of this evaluation. A complete list of the corporations and their locations can be found in Appendix A. Prior to 1998, these corporations were funded primarily by HRE (formerly the Department of Social Services). Funding was provided for the administrative, operational, and program costs of the corporations. These expenditures were cost shared between the provincial and federal governments via the Vocational Rehabilitation of Disabled Persons (VRDP) Agreement.

In recent years, several developments have affected the sponsorship and delivery of the supported employment model. These developments include the introduction of the Employability Assistance for Persons with Disabilities (EAPD) Agreement, signing of the Canada Newfoundland Labour Market Development Agreement (LMDA), and the use of funds within the LMDA to cover administrative costs of the employment corporations. It is the impacts and interrelationships of these three developments which serve as the major backdrop for the current evaluation.

The primary intent of this evaluation is to provide an informed commentary on the overall effectiveness and efficiency of the province's supported employment model. It is important to determine if the model is still reflective of and responsive to the employment needs of persons with developmental disabilities (particularly those who may require extensive and/or ongoing supports), and to determine if it still represents an appropriate program model and delivery mechanism to ensure/maximize the labour force participation of this client group.

It is also intended that this evaluation enable commentary on the effectiveness of the newly formed partnership between HRE and HRDC within this area. Has the partnership maximized the usage of existing resources, have these resources been used effectively toward achievement of identified outcomes, and has this been accomplished within an acceptable accountability framework? It is also important to determine if the outcomes achieved at both an individual and model level fit within the mandate and stated principles of the sponsoring government departments and associated funding mechanisms, namely EAPD and LMDA.

A final intent of this evaluation is to provide a brief review of the origins of the province's supported employment model, the changes that have occurred relative to its stated objectives and delivery since inception, and the extent to which these have enabled/not enabled the model to remain a "cutting edge" initiative within the context of the evolving philosophy of the community living movement, the changing departmental context, and the particular social economic climate of the province.

The following twelve (12) issues guided the summative evaluation process and provide a framework for this report:

Issue 1.	What are the original objectives of the supported employment program? Have these objectives evolved over time? Are the objectives appropriate to meet the current needs of clients and funding agents? Is implementation of the program by individual delivery agents consistent with the overall objectives of the program? Is it consistent with the guiding principles of the EAPD? Are the objectives and goals of the supported employment program and the employment corporation's funding understood and supported by the respective partners?
Issue 2.	Are there appropriate procedures in place for financial and program monitoring of funding provided to agencies?
Issue 3.	Do the agencies have sufficient capacity to undertake the administration and monitoring given the potentially expanding client base they serve?
Issue 4.	Are appropriate monitoring mechanisms in place to follow clients throughout the intervention?

Issue 5. Are appropriate tracking mechanisms for outcomes information in place so that both intermediate and longer-term client outcomes can be evaluated?

Issue 6. How does the supported employment model fit with the mandates of HRE, HRDC and the LMDA? Are these mandates complementary?

Issue 7. What are the appropriate roles and relationships of the partners - the Employment Corporations, HRDC and HRE?

Issue 8. Does the design and implementation of the supported employment model facilitate the independence of individuals and the maturing of the placements to the appropriate levels of support?

Issue 9. Is the co-ordination of services between the various partners (employment corporations, HRE and HRDC) sufficient to ensure that client outcomes are maximized?

Issue 10. Is there a demand for access to supported employment services in areas which are currently without Employment Corporations? If so, how should these demands be addressed, in terms of structure, funding, community capacity, etc. to maximize benefits for clients?

Issue 11. Benefits and Costs:
What are the benefits - direct and indirect (e.g. reduced SA, EI, other social benefits). Who are the recipients of the benefits - clients, governments, and communities. What are the associated costs - direct and indirect?

Issue 12. Is the current delivery/administration model efficient and effective? Are there gaps? Overlaps? Underutilized community partners/capacities? Other government partners required?

1.2 Format of Report

This report is structured as follows:

- Chapter 2.0 describes the specific methodologies used, and the noted limitations to the evaluation.
- Chapter 3.0 provides a brief historical overview of the Supported Employment concept from both an international and provincial perspective as well as a description of the original and current objectives of the model.

- Chapter 4.0 details the roles, responsibilities and interrelationships of the three primary partners and the compatibility of objectives with the mandates of these partners.
- Chapter 5.0 provides findings and commentary on the specific implementation and delivery of the supported employment initiative.
- Chapter 6.0 provides a description of the client outcomes.
- Chapter 7.0 details the benefits and costs (both direct and indirect) of the supported employment initiative.
- Chapter 8.0 presents the key findings, and provides discussion and recommendations arising from the major findings.
- Chapter 9.0 provides a conclusion to the report.

2.0 Methodology

The approach to gathering and analyzing the information necessary to address the evaluation issues was as follows:

2.1 Consultation with Evaluation Committee

An initial meeting occurred with members of the Evaluation Committee to discuss details of the proposed approach, methodology, and data sources. Additional information was gathered on the documentation, data, and individuals available to the consultants. The project schedule and deliverables were finalized. Throughout the course of the evaluation process regular meetings occurred with the Evaluation Committee, and were used to provide updates to the Committee and deal with issues as they arose.

2.2 Document and Literature Review

Documentation from HRE, HRDC and Employment Corporations such as the Mission/Mandate Statements, program descriptions, monthly/annual reports, statements of original and/or revised objectives and principles of the supported employment program, LMDA and EAPD agreements, and existing contracts between HRDC/HRE and the Employment Corporations were reviewed. HRE Departmental planning and redesign papers, and other materials specifically related to Employment and Career Services programs were also reviewed. Other documents reviewed included the Provincial Strategic Social Plan, general labour market statistics pertaining to clients with disabilities, previous evaluations/reviews (e.g. Goss Gilroy EAPD Review, Review of Supports and Services to Persons with Disabilities, Review of Employment and Career Contracted Services, EAPD Public Consultation). In researching the history of supported employment, a limited literature search was completed and several books and journal articles were reviewed.

2.3 Administrative Data Analysis

Data were collected relevant to each of the corporations and the 461 clients whose outcomes were documented for the purposes of the financial analysis. Required information on design and delivery as related to each of the corporations (eg. mandate, objectives, benchmarks, success indicators); statistical information such as the number of

clients served, job placements, number of co-workers, and geography served; and individual client data such as types of jobs held, hours worked, and salaries were collected and reviewed. An analysis of program and client data at the provincial HRE level (eg. monthly and quarterly reports, HRE FACTS data) was completed and supplemented by interviews conducted during on-site visits by members of the evaluation team.

2.4 Interviews with Key Informants

A series of interviews were conducted with clients, HRE and HRDC staff at both a district/regional and local level, staff of the Employment Corporations, employers, representatives from the Department of Health and Community Services (HCS), the Newfoundland and Labrador Association for Community Living (NLACL), and the Canadian Paraplegic Association (CPA). Interview protocols are contained in Appendix B.

2.4.1 Clients

Six clients were chosen randomly by the evaluation team from the active clientele of each of the 17 corporations for a total of 102 possible interviews. A total of 99 interviews were actually conducted as three clients did not appear for scheduled interviews.

2.4.2 HRE and HRDC Staff

A total of 16 interviews occurred with HRE and HRDC staff. Interviews were held with each of the four District Directors (HRDC) and the four Regional Managers (HRE) throughout the province. Additional interviews were held with four staff from local HRE offices who were assigned responsibility for the employment corporations, one interview occurred in each of the HRE regions. Interviews were also held with four Managers of HRCC offices, one in each of the HRDC districts.

2.4.3 Employment Corporations

interviews were conducted with the program staff (i.e. Manager/Employment Coordinator and Placement Officers) of each of the 17 employment corporations.

Depending on the staff complement of the corporation, one interview was conducted with the Manager/Coordinator, while in other instances separate interviews were conducted with the Manager/Coordinator and Placement Officers.

2.4.4 Employers

A total of 24 telephone interviews were conducted with current and former employers of persons employed with the support of the employment corporations during the 2000-2001 fiscal year. Employers were randomly selected by the evaluation team.

2.4.5 Department of Health and Community Services

A total of six (6) interviews were conducted with direct service delivery staff of Health and Community Services (HCS). A total of 10 staff were interviewed. Interviews occurred in each of five regions served by Health and Community Services Boards. No interview was held in the Grenfell Region given that no corporation exists in that area. One HCS worker was interviewed in each region with the exception of St. John's where a group interview occurred with five staff. The interviews were conducted with HCS staff who were involved in the delivery of services to persons with disabilities.

2.4.6 Other Key Stakeholders

An additional eleven (11) interviews occurred with other identified key informants within HRE, HRDC, and Newfoundland and Labrador Association for Community Living (NLACL), and the Canadian Paraplegic Association (CPA).

2.5 Focus Groups

Focus group sessions occurred with representatives of the following groups:

2.5.1 Boards of Directors, Employment Corporations

Focus group sessions were held with Boards of Directors for each of the 17 Employment Corporations.

2.5.2 Co-workers

Focus group sessions were held with co-worker staff from four different Employment Corporations. These sessions occurred in Happy Valley-Goose Bay, Deer Lake, Marystown, and St. John's. Staff from the three corporations in the Northeast Avalon area were invited to participate in the session held in St. John's. A written submission was also received from representatives of co-workers from one additional corporation.

2.6 Benefits and Costs

Interview, focus group, and document data were used to identify benefits and costs of the supported employment initiative. Individuals and groups affected by the initiative as well as direct and indirect costs and benefits to each were described.

An analysis was undertaken to determine the net impact of the initiative on clients and the net financial impact to the provincial and federal governments. Analysis was based on the available data from HRE FACTS, Supported Employment Monthly Reports (as submitted by individual Employment Corporations), and completed Client Data Sheets (See Appendix C).

In order to isolate the effects of the Supported Employment initiative, costs and expenditures incurred on behalf of clients during the fiscal year 2000 - 2001 were compared with anticipated entitlements and projected costs for these individuals in the absence of employment. Use of government services in the twelve month period immediately prior to referral to the Employment Corporation was used as one indicator of the anticipated entitlement.

2.7 Limitations

Although the methods utilized in this evaluation enabled a comprehensive description of the current status of supported employment in Newfoundland and Labrador, there were limitations to this evaluation which must be noted.

First, the data collected consisted entirely of post-intervention measures and a complete set of data was not available at evaluation outset.

Second, the use of the 12 months prior to referral to the corporations as a baseline proved to be problematic given that many clients were under the age of 18 at the time of referral and therefore had no prior history with HRE. It was also noted that, in many instances, original dates of referral were as early as 1985 and no HRE FACTS data was available for the period prior to 1991.

Third, the absence of comparison or control groups makes it impossible to state with any degree of certainty that the outcomes achieved are in fact due to the supported employment program.

Fourth, consultants did not interview clients who had been referred but have not yet received any services from the corporations.

3.0 History and Current Status of Supported Employment

3.1 The Supported Employment Model - Overview

The supported employment model had its beginnings in the early 1980s with its first development generally attributed to Dr. Paul Wehman and his associates who began a supported competitive employment program at Virginia Commonwealth University's (VCU) Rehabilitation Research and Training Centre (Wehman, 1981). Supported employment was originally conceived and implemented as a mechanism to provide employment support to persons with severe developmental disabilities. The principles and assumptions of supported employment are also based in large part on the initial work of Marc Gold, Lou Brown and others who first demonstrated that persons with severe developmental disabilities could learn to perform complex, vocationally relevant tasks (Bellamy, Peterson, & Close, 1975; Gold, 1972; Brown, 1973). These demonstrations greatly affected how persons with severe developmental disabilities were viewed relative to their potential for engaging in employment. These advances, coupled with an increased acceptance of the principle of normalization, as proffered by Dr. Wolf Wolfensberger, led to a greater expectation for persons with developmental disabilities to integrate with non-disabled persons in work settings.

The fundamental assumption of supported employment is that all persons, regardless of extent or nature of disability, should have the opportunity to work in the community. The supported employment model represents a significant deviation from, and alternative to, both the traditional sheltered and competitive employment models. The supported employment model does not focus on the development of prerequisite skills prior to job placement nor does it direct efforts only to those individuals who are deemed job ready (often after long periods of training) but rather suggests that the important elements to job success are the location/development of meaningful jobs in the community, and the provision of necessary on-site job accommodation, training and support. It is a "place - train" rather than a "train - place" model.

The term "Supported Employment" was first defined by the United States Office of Special Education and Rehabilitative Services (OSERS) (Albin, 1992). That definition described supported employment as "paid work in a variety of settings, particularly regular work sites, especially designed for handicapped individuals (i) for whom

competitive employment at or above minimum wage is unlikely; and (ii) who, because of their disability, need intensive, on-going support to perform in a work setting" (Federal Register, 1984). Since the concept was originally defined, however, other governing bodies and program administrators have offered modifications to the definition such that today a range of definitions can be found in the literature. While there is variance with respect to the definition of supported employment, the characteristics most commonly used to describe the concept continue to include: *integration, paid employment, individualized services,* and *ongoing support* (Wehman, Sale, and Parent, 1992).

A key characteristic that distinguishes supported employment from other employment models is the usage of a paid support person on the job. Different labels such as "job coach, job trainer, and co-worker" and slightly different roles have been assigned to persons fulfilling this supportive role[1]. However, the fundamental purpose of the support remains fairly constant across job titles and role descriptions. It is to ensure that the individual client receives ongoing support and training as related to job requirements and performance and concurrently ensures the successful completion of the job requirements. This "support person" feature of the supported employment model enabled an expansion of the focus from the person alone to the person plus a skilled support person fulfilling the requirements of one job. The supported employment model enabled service providers and potential employers to expand their consideration beyond what the person could accomplish alone, to being able to consider what the person could do with the assistance of another person. This shift in focus allowed many people previously considered "unemployable" to acquire and retain employment.

An important feature of the supported employment model was the emphasis placed on providing appropriate levels of support. Most researchers and writers in this area point out that while it will be necessary to provide on-going and consistent levels of support for some clients, plans for fading support, where possible, should be an integral part of the intervention strategy.

[1]In this province the majority of employment corporations use the term "co-worker", and thus this term will be used throughout this report.

Given the continuing high rates of unemployment and underemployment of persons with developmental disabilities, the supported employment model has become an attractive program model among service providers. One of its primary strengths is that the model has resulted in increased employment for persons with developmental disabilities within the regular labour market (Conley, Rusch, McCaughrin, and Tines, 1989). This is in direct contrast to other "vocational - employment training" models that often result in extended periods of "training" and never result in placement in real work settings.

While the supported employment model is a relatively new innovation, over the past 10 - 15 years, the model has been extensively used as an adjunct to, or replacement for, the traditional sheltered workshop or day program model in all provinces and territories in Canada. While the model of supported employment has applicability to, and has been successfully used with, other disability groups, in this province as well as within most of Canada and the United States, the model is generally used with persons who have developmental disabilities.

3.2 The Provincial Perspective

The supported employment initiative in this province began over fifteen years ago. Discussions with the key informants and a review of available departmental documents revealed that several influences impacted on the movement toward supported employment i Newfoundland and Labrador. Mirroring the international and North American experience, advocacy groups including people with developmental disabilities and their families were increasingly calling for the development and expansion of community based alternatives to institutions and segregated day time options. In response to these advocacy efforts, the provincial government worked in partnership with and utilized the expertise of community groups such as the Canadian and Newfoundland Associations for Community Living and leaders in the areas of community living and supported employment such as Wolf Wolfensberger and Michael Callahan.

The utilization of a supported employment model was a key element in the overall strategic plan for the development of supports and services to persons with developmental disabilities and was developed as a complementary support to the province's ongoing policy of deinstitutionalization (Departmental Plan, Department of Social Services, 1982).

As individuals moved from the two major provincial institutions, Exon House and Children's Home, funding was re-allocated to the community to support both residential and employment requirements. In accord with the Divisional philosophy of the time, it was an expectation that residents residing in group homes and/or cooperative apartments would have access to out-of-home day time activities. Funding was provided to either the sponsoring residential board or a community organization who developed and delivered a day program. These programs, initially, were segregated and were limited in a majority of instances to participation of individuals who lived in the associated residential options. However, even as these programs were being developed, it was acknowledged that more inclusive alternatives would be realized as the supported employment initiative grew in the province.

It is generally acknowledged that, at least in its early days, the provincial model was considered innovative and "cutting edge" from both a national and international level. In this province, people who faced significant employment barriers (for example, people who had experienced a lifetime of institutionalization or who were unable to communicate verbally due to their disability) were being supported in employment and self employment options. The applicability of the model to persons with extensive support needs was first demonstrated in this province. Service providers from this province were encouraged to speak at national and international conferences to share their knowledge and ideas regarding supported employment, and as a result had a direct influence on the development and delivery practices of the model in other parts of Canada. The success experienced in this province, at both an individual and system level, was profiled in many national and international articles and films.

3.3 Original Objectives of the Supported Employment Program

In 1988, in this province, supported employment was defined as,

...paid employment for persons with mental handicaps (sic), for whom true competitive employment is unlikely due to the individuals' need for ongoing support in order to perform in a work setting. (Policy Document, Division of Rehabilitation, 1988)

Departmental documents further specified the following characteristics of supported employment:

- Designed to serve persons with developmental disabilities, with a capacity to serve those with the most significant disabilities;
- Suited to the individual's preferences and strengths;
- Conducted in a variety of settings, particularly with persons without disabilities;
- Allowing the individual to avail of a variety of initial and on-going supports (such as, but not limited to, representation, training, supervision, and transportation);
- Provision of on-the-job training in a dignified and socially acceptable manner;
- Fading of Job Trainer support as the employee becomes more independent in carrying out his or her duties.

Early documentation on the provincial model indicates that an additional objective of the model was the creation of viable and long-term employment for persons with developmental disabilities (in self employment initiatives) and without disabilities (corporation staff and co-workers). It was anticipated that the model would also enable the creation of new businesses in communities in response to perceived service deficits.

It is further noted that although "paid employment" was included as part of the early definitions, key informants indicated that during initial phases of implementation, extensive use was made of unpaid training placements.

Review of departmental policy and corporation documents revealed that very little, if any, reference was made to the fact that this initiative was designed to serve persons with "severe developmental disabilities". This contrasts with international literature on the topic which repeatedly stresses that this is, and should be, a primary target group for this model. However, it is possible that the absence of the use of terms such as "severe disability" in the provincial documents may have resulted from the movement away from such labeling in the province. Literature on the issue of labeling of individuals with disabilities points to several problems inherent in defining severity of disability. For instance, many researchers point out that many factors such as environment, history, geography, socioeconomic status and other variables influence such definitions (Vitello and Soskin, 1985) Thus the description of a person with a severe developmental disability

may be misleading in that it implies the condition is intrinsic to the persons even though individual characteristics, such as intelligence and ability, are just one dimension of influence in the determination of disability, or level of disability.

The fact that the program in Newfoundland was originally designed and directed toward persons leaving institutions does, however, confirm that the original primary target group was persons who are referred to in other literature as having "severe developmental" disabilities. As well, in the 1988 provincial definition it is specified that the program is designed for "people who may require ongoing support in order to perform in a work setting". This statement also indicates that the original program model was intended for persons with more "severe" needs.

3.4 Evolution of Supported Employment in the Province

Interviews with key informants, focus groups, and document reviews revealed that the supported employment initiative has undergone significant positive growth during the last 15 years. Among the most frequently cited changes were:

- Introduction of LMDA funding;
- Increased access to co-worker funding;
- Increased usage of self-employment;
- Adoption of "paid employment only" policy;
- Unionization of co-worker staff in some areas;
- Increased community ownership and community management
- Inclusion in the boarder community economic development process;
- Provincial government restructuring;
- Broadening of client group served.

The most significant change noted by key informants was the introduction of funding via LMDA for the administrative costs of the employment corporations. Corporation and government key informants indicated that this change resulted in several outcomes including: increased stability in funding for administration of the programs, enhanced accountability for funds and outcomes, and increased availability of co-worker funding from Human Resources and Employment. Corporation staff and boards further noted that

the LMDA funding has enabled the addition of staff positions, increases to salaries, and an increased ability to attract employees with suitable qualifications.

With respect to the employment obtained, a couple of notable changes were highlighted by key informants. First, it has been reported that there has been an increase in the numbers of people in self employment. Second, there has been a shift to "paid employment only" (since June 1994) as an outcome being sought through supported employment. Current HRE policy requires that within the supported employment model all employment positions obtained be at the minimum wage level or above.

Unionization of co-worker staff of three corporations represented another change that occurred within the supported employment program. The scope of this evaluation does not allow for specific commentary on the impact of this change on the individual corporations. However, key informants, particularly those from corporations, indicated that unionization has led to the development of a two tiered wage structure within the initiative.

Increased involvement of corporation boards and staff in broader community economic development was another change that has been realized since program inception. Board and government key informants, in particular, report that initially corporations operated largely in isolation of the business and economic activities of communities. This practice may have stemmed from the fact that many corporations evolved from segregated programs such as sheltered workshops and group homes. Increased linkage with broader economic activities is consistent with a stated national imperative toward inclusion of persons with developmental disabilities in all aspects of life (Mainstream 92, 1992;, The Will to Act, 1996; and In Unison, 1998) and acknowledges the necessity of partnerships with a broad range of community organizations. The initiative has evolved from simply employing a strategy of job development to that of a broader and more inclusive community economic development focus. Key informant interviews with Boards and staff confirm that all corporations have involvement with community organizations such as regional economic boards, chambers of commerce, post secondary educational facilities and other community agencies and organizations.

Provincial government departmental restructuring, particularly the creation of the new Department of Human Resources and Employment and the dissolution of the Department of Social Services, also impacted on the supported employment program. Among the positive outcomes noted was an increased focus on employment outcomes (for persons with disabilities) and increased resources dedicated to enhancing the likelihood of employment, such as wage subsidies and other employment incentives. On the other hand, clients and families reported confusion arising from the division of supports between two departments (HRE and HCS) as opposed to the past experience of many who had to deal with only the former Department of Social Service (DOSS). As well, many staff and boards of corporations expressed concern regarding the inadequate relationship they currently experience with both HRE and HCS at the district level.

A final change noted by key informants relates to the clients being served by the corporations. It was reported that while the initial focus of the supported employment model may have been to provide employment services to those individuals with developmental disabilities, particularly those who might require extensive on-going support, current data indicate that people being served have a variety of disabilities and many have been described by key informants as having "mild" developmental disabilities.

3.5 Current Objectives of the Supported Employment Program

As per the current Policy and Procedure Manual of the Department of Human Resources and Employment, supported employment is aimed at persons with developmental disabilities and is described as, *"the process of identifying and/or developing suitable employment options for individuals and then providing appropriate supports for these individuals to secure and maintain paid employment"*. The policy manual further describes that the employment should be meaningful and occur in community settings.

In this province, supported employment continues to be delivered by community based Employment Corporations and is premised on the following principles and objectives:

- Every individual has the right to employment.
- New skills are acquired more readily and are better retained when taught in the environment in which they will be used.

- Persons with developmental disabilities can acquire meaningful employment with appropriate job development and support.
- Appropriate support involves assistance only to the degree necessary, and the reduction of the individual's dependence on agencies and programs designed specifically to assist people with a developmental disability.

In comparing the original objectives of the program to those of today it is apparent that although much change has occurred within the context of the supported employment initiative, as described in Section 3.4, the basic tenets of the program area and underlying philosophy have remained constant. However, it is notable that no reference in current program descriptions is made to either the extent of disability or the levels of support required by perspective clients. The absence of such references may be one of the contributing factors to the observed movement toward serving clients with lesser support needs.

3.6 Differences in Objectives across Corporations

Through the course of this evaluation, information gathered confirmed a general understanding of and adherence to the current objectives and principles of the supported employment initiative as described above. There were, however, several issues identified which represent differences across the corporations. These include:

- The majority of corporations serve only those people with developmental disabilities while others serve people with other disabilities.
- Some corporations have, as an objective, a focus on working with high schools to assist students to make the transition from school to work life.
- Several corporations have, as part of the their mandate, a commitment to supporting clients to access post secondary education.
- In some corporations clients own their own businesses, while some other corporations own and operate businesses which employ clients of the corporations.

4.0 The Partnership

4.1 Roles and Responsibilities of Partners

At present, the supported employment initiative consists of a partnership between both levels of government and community based Employment Corporations. The corporations deliver the required supports and services while HRDC, via the LMDA, provides necessary administrative funding (for salaries, overhead, and staff training) to each of the 17 corporations. The majority of the corporations receive their funding directly while in some instances the LMDA funding is provided to an intermediary agent (eg. Canadian Paraplegic Association) which, in turn, directs funds to the Employment Corporation. In another instance the supported employment program (which receives its administrative funding via LMDA) is part of a larger multi-service agency that provides other supports and programs to persons with developmental disabilities. HRE provides funding for employment supports to the Employment Corporations (e.g. co-worker funding) and to individuals (e.g. transportation, funding for tools, equipment). These latter funds are provided within HRE's Career and Employment Services, and are cost shared under the EAPD agreement.

Information gathered during the course of this evaluation indicated and confirmed a clear delineation and understanding of respective roles by all partners. Key informants confirmed that the primary role of HRDC was to provide administrative funding (98% - 49/50), HRE's primary role was the provision of co-worker funding (98% - 49/50), and the Corporation's role was to deliver the service (66% - 33/50).

In addition to the primary roles attached to each partner, key informants suggested several additional roles that might be appropriate for the respective partners. These included:

HRDC:

- Advocate within the federal system for the concept of supported employment.
- Access and share information regarding best practices.
- Provide timely and up to date information regarding other applicable supports and services of HRDC, particularly as related to clients.

- Act as a referral source.
- Provide advice and support.
- Set service delivery geography and annual benchmark targets.

In addition to these supportive roles, key informants within both government and the corporation also noted that HRDC must continue to be careful not to assume a delivery or employer role. This role was felt, by all key informants, to be within the exclusive domain of the Employment Corporations.

HRE:

- Act as a referral source.
- Provide program leadership and expertise.
- Articulate a vision, philosophy, and direction for the initiative.
- Provide timely and up to date information regarding other HRE supports and services that may be relevant to persons with developmental disabilities.
- Advocate and inform other government departments of the merits of the supported employment model.
- Provide necessary training to Board members, corporation staff, co-workers, and employers.
- Identify and remove present disincentives to employment in the Income Support system
- Set program standards and overall program policy, and ensure that such is understood and implemented consistently across the province.

Employment Corporations

- Facilitate involvement at the local community level, promoting the model within the genera! public and in particular with employers.
- Identify local community and client needs.
- Provide input into direction, policy and intent of provincial program.
- Create employment.
- Ensure local ownership (autonomy) and control.
- Advocate on behalf of clients.

4.1.1 Duplication

While the majority of key informants (71%) indicated no duplication in the respective roles of the partners, there were several issues identified as areas of potential concern. These included:

Financial reporting - While acknowledging the need for each department to engage in appropriate (and separate) financial monitoring, the majority of corporation staff and Board members felt that the current financial reporting process could be streamlined and that a common set of financial reports could, and should, be designed to satisfy both funding partners.

Board autonomy - A minority of Corporations (both Board and staff) revealed a concern that current HRDC practice was infringing on the right and capacity of the Corporation to operate independently. These Boards saw the current practice within HRDC of line-by-line budget monitoring as excessive and unwarranted.

Career counseling - Key informants from HRE and corporations indicated a potential for overlap between the roles of Career Development Specialists and Corporation staff. Key informants felt that more discussion and clarity was needed to delineate these roles, especially as related to pre-employment services and employment counseling, to ensure that clients did not receive the same service from both staff levels.

4.1.2 Gaps

As noted above, the majority of key informants expressed satisfaction with the current roles of the partners. However, there was much more concern expressed by key informants (especially at the Board and corporation staff levels) with respect to perceived gaps in the current roles and responsibilities of the partners. Primary among the gaps noted were:

Leadership - Key informants at all levels expressed the belief that while the supported employment initiative has enjoyed a period of increased funding (both in administrative and co-worker dollars) there has been an associated decrease in

demonstrated leadership and vision, particularly on the part of HRE, whom most view as being responsible for this activity. Key informants further indicated the need for a stronger provincial policy framework.

Professional development - It was suggested that the acquisition and application of best practices information might be beneficial to the overall development and enhancement of the program in this province. However, at present there is no mechanism or funding for gathering or disseminating information regarding the model or associated practices. All key informants at the corporation level indicated a need for one of the funding partners to take responsibility for the provision of adequate funding to enable appropriate initial and on-going training of all partners involved in the implementation of supported employment.

Information sharing - In discussions with Boards there was concern expressed at the perceived inconsistencies across the various corporations, with respect to such issues as staff salaries, travel allocations, clientele served, and philosophy that were resulting from a lack of information sharing across corporations. Boards members in particular felt the need for a greater capacity for information sharing.

Labour management issues - Board members expressed concern that to this point there were several Labour Management issues that had not been fully addressed and/or resolved. Examples cited included: a lack of an identified arbitration process (and the role of the Board and government in such); who should cover costs of the negotiation of collective bargaining agreements; and a lack of standardized human resource policy (i.e. job descriptions, wages, hours of work, etc.).

Program promotion - Key informants, particularly at the corporation level, felt that one of the primary roles of the government partners should be active promotion and support for the supported employment model. These key informants felt that departmental officials at all levels should highlight the employment needs of persons with developmental disabilities and the merits of the supported employment model when presenting to both internal and external

government audiences. The majority expressed a view that this was not occurring to the extent needed.

4.2 Communication and Coordination Mechanisms

Information gathered during the course of this evaluation indicated that the primary mechanism for communication between the corporations and their government partners occurs within the context of the required monthly reporting process. Key informants indicated that monthly reports are completed by corporation staff on a regular basis and are shared with HRE and HRDC. Information conveyed includes client statistics, progress toward attainment of required annual benchmarks, and related corporation and staff activities. Requirements for reporting by the corporations are defined and prescribed by departmental policy and/or are contained within the HRDC - Corporation operating contracts.

The majority of key informants from both HRDC and HRE expressed satisfaction with the type and extent of communication that occurred between the departments. The primary communication and coordination mechanism identified was the LMDA Management Committees. These committees exist at a provincial, district and local level. Key informants also acknowledged, however, that the supported employment initiative was only one of many employment services/programs that fall under the responsibility of, and are discussed by, the LMDA Management Committees. Thus, some key informants suggested there might be a need for an additional forum in which to ensure appropriate cross departmental communication and coordination.

All key informants indicated the most frequent and most appropriate communication should occur between corporations, HRE and HRDC at the local level. Indeed, most corporations and government staff indicated that adequate communication existed between the corporations and each level of government on an individual basis. However, there were very few reported mechanisms whereby all three partners came together at the local level.

At the local level, HRDC Program Officers meet with corporation staff on a regular basis (either monthly, bimonthly or at end of contract period) to review status of the program.

Corporation staff noted that the primary focus of this contact was on financial issues and concerns.

Key informants indicated that communication with HRE officials at the local level varied greatly across districts, with some corporations and HRE officials reporting frequent contact and others reporting almost a complete absence of contact. Proximity of the corporation to the HRE office responsible for overseeing the supported employment initiative and/or history of the HRE staff in the local offices were noted as two variables that impact upon the extent of contact with HRE. In some instances, corporations that were located a great distance from the HRE officer assigned to supported employment reported having little contact with HRE. The fact that HRE is a relatively newly created department and some staff have little or no history with the supported employment initiative was cited as another possible reason for lower levels of contact with this Department.

One of the most positive communication mechanisms noted by both corporation and government staff was inclusion of HRDC and HRE officials on the Boards of Corporations as ex-officio members. In general, key informants felt that such membership enabled both government and community agencies to learn more about relevant activities of each other and that the resultant timely and effective information sharing benefitted the clients of the corporations greatly. In addition, the participation at the board level resulted in greater communication between the government officials and the volunteer members of the board. In instances where departmental staff were not on boards, communication was often restricted to the staff level. However, there is no policy requirement nor is the practice (of government officials participating on boards) consistent across corporations or districts. Only six corporations indicated that both HRDC and HRE staff sit on the Board in such a capacity. There were also instances noted where either a HRDC or a HRE staff was an ex officio member of the Board.

Data collected did not reveal evidence of any formal or consistent communication between corporations at either the staff or board levels. The one notable exception being the annual meeting of Supported Employment Newfoundland and Labrador (SENL). The annual meeting of this organization was cited by Board members and corporation staff as

being an excellent forum for the exchange of ideas and represented an opportunity to create more formal linkages and communication across corporations. Several corporations noted that they do have frequent and effective informal communications with staff of other corporations and that these communications enable them to learn about strategies and practices existent elsewhere in the province.

In general, while all levels of key informants confirmed the absence of any consistent, formal communication mechanisms, there was overall satisfaction expressed with the current type and extent of contact between the partners. Corporations especially noted that the communication with HRDC had improved significantly. In addition, all corporation informants reported that while there were few formal communication mechanisms, both HRE and HRDC officials were available when required.

4.3 Understanding and Support of the Supported Employment Initiative by HRDC, HRE and the Employment Corporations

4.3.1 HRDC

Key informants both within and outside of HRDC indicated that overall this organization understands and supports the supported employment program. However, the level of understanding and support by HRDC varies across districts. It was also noted by many HRDC staff that initially this organization became involved with the program because of a fiscal arrangement that included them as a partner in funding of the program. It was acknowledged that HRDC did not become involved in the initiative because of a philosophical commitment to the mandate and its level of understanding, at least initially, was limited. All parties agreed however, that the level of understanding of HRDC staff was increasing and there seems to exist a desire to develop an even better understanding of the program. Staff and boards of corporations indicated that at present HRDC seems to be more focused on tangible outcomes (i.e. numbers of jobs acquired) rather than the job development process or removal of barriers faced by people with developmental disabilities.

4.3.2 HRE

All key informants indicated that the provincial government (in particular, HRE and its predecessor the Department of Social Services) has a longer history with the supported employment program and appears to have a better understanding of the underlying philosophy and objectives of the program. However, a majority of key informants indicated that HRE's understanding and support may be limited to the provincial level of the Department. Many corporations reported having limited contact with Regional or District representatives of the Department. In addition, many key informants expressed the view that the departmental restructuring had resulted in the loss, to the Department, of many individuals most familiar with this initiative.

4.3.3 Corporations

Staff and Boards interviewed varied in terms of the length of time that they have been involved with supported employment and there were differences with respect to the level of knowledge and understanding of the underlying philosophy and associated practices of supported employment. Those with shorter histories expressed a desire and willingness to learn more about the program and to gain a better understanding of the objectives and appropriate strategies for implementation.

In general, data collected affirms adequate knowledge of and support for the objectives of the supported employment initiative. However, it is apparent that significant variance in levels of understanding and knowledge exist within all three partner groups. All levels of key informants indicated a need for mechanisms, such as training, that would enable a more consistent knowledge base regarding the philosophy, intent, and best practices within supported employment.

4.4 Compatibility of the Supported Employment Initiative with the Organizational Mandates and Missions of HRDC and HRE, and the Associated LMDA and EAPD Agreements

In order to comment on the issue of compatibility it is first necessary to briefly describe the key framework elements that are found in each. A review of relevant departmental documents revealed the following:

Human Resources Development Canada

Mission Statement: *To enable Canadians to participate fully in the workplace and in the community.*

Vision Statement: *To carry out this mission the following is necessary to:*

- Take an integrated approach to human development.
- Enable Canadians to manage transitions in their lives.
- Provide the highest quality services.
- Emphasize preventive measures.
- Act as a leader in policies and programs.
- Forge partnerships.
- Build the capacity of communities.
- Respect our core values.
- Continue to develop and build on the strengths of our people.

Human Resource and Employment

Mission Statement: *To be progressive, professional and flexible in working collaboratively with social, community and economic development partners to provide people with employment and income supports that respond to client needs and that are linked to the social, community and economic development objectives of the province.*

Vision Statement: *The Department of Human Resources and Employment assists people to prepare for, attain and maintain employment while providing income support for those who are unable.*

Key Departmental Objectives:

- Assist people to prepare for, attain, and maintain employment.
- Shift to a more client centred rather than program-driven approach.
- Remove barriers to employment.
- Provide easier access to a simplified income support system for those who need it.

Employability Assistance for Persons with Disabilities (EAPD) Agreement

The EAPD Agreement came into effect on April 1, 1998, and is to be fully implemented by fiscal year 2002-2003. EAPD represents a shift toward initiatives with "a focus on employment and labor market interventions for people with disabilities". Under the EAPD, shareable costs are for programs and services which focus on the removal of barriers and the economic integration of persons with disabilities into the labor market. These are programs which are directly linked to meeting the employability needs of persons with disabilities and which provide the skills, experience and related supports necessary to prepare persons with disabilities for economic participation and employment in the labor market, or assist them in retaining employment. The types of goods and services eligible for cost sharing under the EAPD Agreement include employment consultation and planning; employment preparation and training; employment counseling and assessment; job coaching; pre-employment training; job crises interventions; technical advice; adaptive technologies; assistive devices; and alcohol and drug addiction programs and services which are employment focused.

Principles of EAPD:

- Provide direct support of employability.
- Focus on individual needs and participation.
- Promote the recognition of individual's knowledge of their own employability needs.
- Provide flexible, equitable and fair application.
- Avoid duplication and overlap.
- Operate within an accountability framework.

Labour Market Development Agreement (LMDA)

The stated purpose of this agreement is to give effect to the desire of the Labour Market Partners to work in concert in the design and management of Canada's employment benefits and support measures and in the operation of the National Employment Service. The Government of Canada and the Government of Newfoundland and Labrador agreed, through the signing of the Labour Market Development Agreement (LMDA) in March, 1997, to jointly plan, design and manage, with federal delivery, the Employment Benefits and Support Measures (EBSMs) and the National Employment Services in Newfoundland and Labrador. The design and delivery of these services is to be conducted in a manner complementary to Newfoundland and Labrador's provincial employment programs. A primary aim of the Agreement is to facilitate a new cooperative partnership between the two levels of government that will meet the needs and circumstances of Newfoundland and Labrador.

Key Objectives of LMDA

- A process for the joint federal-provincial planning design, decision making, management, monitoring and evaluation of employment benefits and support measures and the National Employment Service;
- Harmonization of Employment Benefits and Support Measures with provincial employment programs;
- Furthering federal and provincial labour market development objectives and priorities resulting in increased employment and self sufficiency, increased participation in the labour market of employable persons particularly those who are dependant upon public income supports, and fostering an entrepreneurial climate;
- Joint identification of labour market policy issues, themes, and initiatives;
- Improving the efficiency and effectiveness of program delivery through, where feasible and appropriate, alternate delivery mechanisms and co-location of services.

One of the support measures identified within the LMDA is the **Employment Assistance Services (EAS)** support measure. It is this support measure through which administrative funding is provided to the Employment Corporations. The EAS provides funding to

organizations to enable them to provide employment services to unemployed persons. These services help individuals to find and keep employment and may include counseling, action planning, job search skills, job finding clubs, job placement services, and the provision of labour market information and case management and follow-up. These services can be provided on an individual basis or in a group setting (e.g., community employment information, group counseling).

Analysis of the HRE and HRDC documents and, in particular, the above statements contained within the documents indicated strong compatibility between the departmental mandates, the values and principles of the LMDA and EAPD Agreements, and the objectives of the Supported Employment Initiative. In particular, it is noted that "persons with disabilities" are viewed as a priority client group by both the federal and provincial governments and are a targeted group for the EAPD Agreement. Clients served by the Employment Corporations (i.e. persons with developmental disabilities) would be within this client group.

A second area of compatibility relates to the emphasis on the desirability of creating partnerships between government and community agencies in the delivery of required employment interventions. The supported employment initiative, as it is currently implemented in this province, utilizes third sector agencies in its design and delivery.

As was described in sections 3.3 - 3.6 of this report, the primary objective of the Supported Employment Initiative is to assist persons with developmental disabilities find and maintain paid employment. At the broad departmental mandate level, it is readily apparent that this objective is also compatible with the stated intent and direction of both HRDC and HRE. Both departments have a stated commitment to the provision of programs and services that are designed to assist clients enter and remain in the labour market. This conclusion is supported by data collected from key informant interviews. When asked if the supported employment program fit with the mandate of the sponsoring departments, 88% of key informants (15/17) within HRE and HRDC felt that the program was very compatible. As one key informant stated, "helping people get and remain employed is what we (HRE and HRDC) are all about."

Goss Gilroy (1997) concluded that the Supported Employment program was compatible to the principles and objectives of the EAPD agreement. Data collected during this evaluation confirms this conclusion in that primary work of the Employment Corporations is directed to the acquisition and maintenance of employment for persons with developmental disabilities. As well, the vast majority of work placements secured were within integrated work sites and were for wages at the minimum wage level or greater.

The fact that the supported employment model focuses on individual strengths and is delivered in a flexible manner is compatible with the provincial government's desire to move from program to client driven supports and services. It is also consistent with a stated objectives of the EAPD Agreement, particularly the emphasis on "focussing on individual needs" and "flexible application".

As was stated in section 3.4 of this report, a major shift in the supported employment initiative in recent years has been the increased involvement of corporations and their clients in the broader economic development of communities. Thus, the utilization of LMDA funding is viewed as very compatible and supportive of this trend. Both the supportive employment initiative and the LMDA are aimed at furthering federal and provincial labour market objectives and priorities resulting in increased employment and self sufficiency, increased participation in the labour market, and fostering of an entrepreneurial climate. In particular the utilization of employment corporations as a community partner for the delivery of employment services is consistent and compatible with the EAS support measure. There was considerable agreement among key informants (82% - 14/17) that provision of funding to Employment Corporations was appropriate within the existing terms and conditions of the LMDA agreement.

4.5 Partnerships with Other Community and Government Organizations

The majority of key informants felt that the corporations were adequately linked to traditional community groups such as Chambers of Commerce, local economic development agencies, Zonal Boards, and local employers. It was also noted that the composition of most Boards reflected a wide diversity of community members and that

efforts were made to ensure that members had linkages to the economic activities within the local community. The majority of key informants further indicated they felt that corporations had a sufficiently high profile and presence within the community.

The consensus within key informants was that the linkages between the corporations and the employer sector were sufficiently strong to enable adequate delivery of the program and the attainment of paid employment for the majority of clients served. However, all key informants, in particular corporation boards and staff, emphasized the necessity to expand and strengthen such linkages.

When asked if the employment corporations were fully utilizing other available government and community resources, only 54% (35/65) of key informants indicated that full utilization was occurring. Partnerships that were identified as being under-utilized and which, if strengthened, would increase the effectiveness of the current program model included the following:

Health and Community Services (HCS) The lack of appropriate linkage with HCS was cited by corporation and HCS key informants as a major concern. Corporation informants felt that HCS was not referring clients to the extent possible and that staff of HCS did not demonstrate an adequate understanding of, or support for, the supported employment model. These informants indicated that since the creation of the new HRE department, and the transfer of employment services from HCS, there is very limited contact between the corporation staff and staff of HCS involved in delivery of developmental services. Many informants felt that planning, as coordinated through HCS officials for individuals with developmental disabilities and their families, was now occurring without a full regard for, or explanation of, available employment options. Informants expressed the opinion that with HCS no longer responsible for employment services less emphasis was being placed on the importance of acquisition of paid employment in the community.

HCS staff indicated that referrals were occurring but that little, if any, follow up was actioned by the corporations. Many HCS informants expressed concern that many of their clients (especially those requiring greater levels of support) were not considered by corporations as appropriate clients. In addition, several HCS key informants indicated that

for many individuals and families paid employment (i.e. jobs in the community) was not considered to be a high priority and/or a realistic option.

Data collected during this evaluation indicated the HCS staff are generally not involved in the employment planning process for their clients, and that corporation staff are not involved in the General Service Plan (GSP) process that occurs within the HCS system. This separation of planning makes it very difficult to coordinate services and/or actions on behalf of clients. For example, when a client obtains a job it often affects his/her eligibility for HCS services (e.g. home supports). Key informants at both the corporation and HCS level felt that enhanced collaborative planning efforts with respect to shared clients is required.

Department of Education/School Boards Concern was expressed, especially by corporation staff and Board members, that at present corporations are generally not included in the transitional planning processes for students leaving the high school system. The majority of key informants felt that staff involvement in the Individual Support Services Plan (ISSP) process would be of great benefit to employment planning and acquisition for this client group. A major concern cited by corporation informants was that the conditions of current funding (via the LMDA) precludes any expenditures on behalf of clients who are still within the secondary school system.

Newfoundland Association for Community Living (NLACL) In communities where local chapters of NLACL existed, key informants indicated a positive relationship between the two organizations. Indeed many Board members were also members of the local ACL. Where no ACL existed, corporation key informants (particularly Board members) indicated that the corporation often had to engage in advocacy efforts on behalf of their clients. There was agreement among key informants that a greater involvement of NLACL, at both the corporation and the provincial level, would be beneficial to the ongoing development and delivery of the supported employment model.

4.6 Utilization of Other Resources

In addition to the above noted gaps in partnerships with other specific government and community organizations, key informants also indicated a general need for increased awareness of other available community based programs. While data collected during this evaluation indicates usage of other employment incentives (such as wages subsidies, employment creation grants etc.) a common concern cited by corporation staff and Board members was a (perceived) lack of awareness of the full array of supports and services that might be available, particularly as delivered by other 3rd sector organizations, and beneficial to their client group. Most felt that while sufficient use was being made of supports available from both HRE and HRDC, more effective and ongoing linkages to other community and/or government agencies would significantly increase their awareness and potential usage of other related and available resources.

5.0 Delivery and Implementation of the Program

5.1 Client Group Served

As per their contracts with Human Resources Development Canada, 13 out of the 17 corporations have a mandate to serve persons with developmental disabilities **exclusively**. The remaining four corporations have a stated cross-disability focus. Two of the four corporations that have a cross-disability focus have specifically designated resources to serve the persons with developmental disabilities and report to HRE only on those clients with developmental disabilities.

While the scope of this evaluation did not enable a detailed review of corporation activities relative to persons with other (i.e. non developmental) disabilities, feedback received from key informants of these corporations revealed that service delivery to this client group is similar and consistent with overall employment strategies used by the corporations. The notable exception being that persons with other disabilities are not eligible for co-worker support. In instances where services are provided to this client group such is fully recognized within the corporation contract with HRDC, appropriate outcome targets set, and services are provided utilizing LMDA funds provided for overall corporation administration. For the purposes of this evaluation only data from clients with developmental disabilities served by these corporations was considered in the overall analysis. In addition, proportional staff costs directed toward this client group was excluded from the financial analysis (see section 7.2.3 of this report).

The majority of corporations use self identification as the primary mechanism for determining type of disability. No corporations use (in house) formal psychometric assessment instruments for identifying type or level of disability. However, some corporations reported referring clients to other individuals or agencies (such as hospitals and schools) for diagnosis or assessment. Within the 13 corporations whose mandate specifies *persons with developmental disabilities only*, five (5) corporations did report serving clients who have other disability labels (12 clients in all).

Although the majority of corporations indicated that severity of (developmental) disability was not a criterion for service provision, only one corporation actually had a "no rejection" clause in their contract. In addition, one corporation specifically (within

their contract) noted that their service was especially applicable to those with significant developmental disabilities. In both instances, however, no definition of "significant disabilities" was provided.

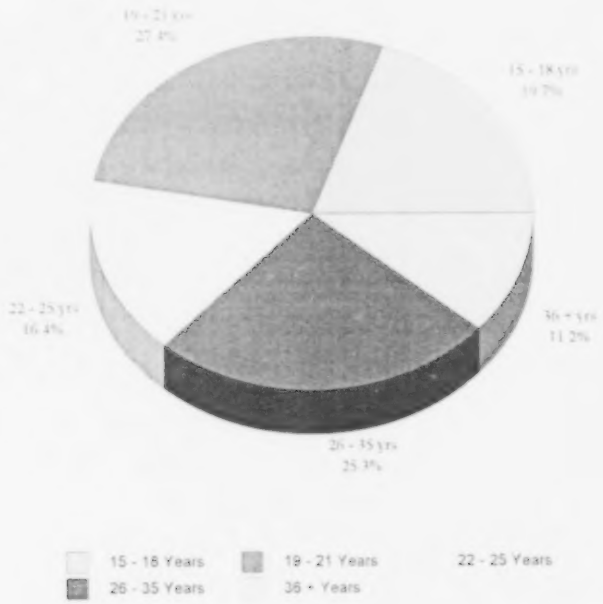
5.2 Client Intervention Process

5.2.1 Referral Process

Corporation staff reported that referrals come from a variety of sources. Many individuals self refer with the remainder being referred by families, schools, HRE, HRDC, and Health and Community Services.

Birth and referral dates were available for 446 of the 461 clients. Figure 1 reveals that 47.1%, approximately half, of the clients were referred to the corporation while they were still of school age (21 years or less). A few of the corporations involved in supported employment report that they consider it part of their mandate to work with school aged individuals to assist with the transition from school to employment. However, the vast majority indicated that it was outside of their mandate (as stipulated by HRDC agreements) to do so. The majority of key informants indicated that given the fact that educators have had such extensive involvement with clients and most individuals are referred as young adults, it would be beneficial to all if corporations were able to work more pro-actively with the school system to ensure a smoother transition from school to work.

Figure 1: Age at Time of Referral across All Clients for whom Birth and Referral Dates were Available (n=446)



5.2.2 Intake Procedures

While specific intake procedures vary, the following represents the elements common across most corporations. Upon referral, staff meet with the individual and, in most instances, a family member or other personal support, to conduct an intake interview. Many corporations have developed forms to guide this initial interview. The information sought includes strengths and weaknesses, interests, previous work experience and education. Also, at the initial intake interview, the intent of the program and associated process is explained to prospective clients and, if necessary, specific eligibility criteria are explained. In some instances, it is determined by the prospective client and the corporation staff that a referral is

inappropriate given the client's needs, interests, disability or any combination of these. In such cases, corporation staff indicate that referral is made to other appropriate community/government agencies.

5.2.3 Individual Planning Processes

An employment plan is developed over a series of meetings which occur between the individual client and staff of the corporations. Part of the development of this plan involves the identification of strengths, needs, interests, and support requirements. Within some corporations, this is done in an informal interview format while other corporations use a specific vocational assessment/inventory form. Interviews with program staff confirm that individual plans, including goals and objectives, are developed for all clients. However, it is noted that staff further indicated that plans are not always written and that some may be more specific than others. No standard template for the development of individual plans exists for use by Corporations.

The vast majority of employment plans are developed by Corporation staff in conjunction with the client and, in some instances, their family or support persons. It is important to note, however, that the client can have additional persons involved in the development of the plan if they so desire. It was further noted that at the latter stages of employment planning, prospective employers and co-workers are often brought onto the planning teams. The development of a written resume is frequently a component and product of the planning process.

5.2.4 Recruitment of Employers

Corporations actively encourage employers to participate in supported employment through telephone contacts and face-to-face meetings. Interviews with employers confirmed that for many (11/24) the first time they became aware of the corporation in their area was when a corporation staff member visited their worksite.

Some Boards of Directors also indicated that they considered it part of their responsibility, as board members, to approach employers and to promote the model of supported employment in their communities.

5.2.5 Matching Clients with Jobs

Paid Employment. Clients and staff of corporations reported that matches between clients and jobs occurred in a wide variety of patterns. In most instances, the job search and match began with the interests and abilities of the client. Knowing the preferences and strengths of a client, staff would approach employers who could offer job opportunities suited to this individual. If an employer was willing, the client would be introduced and employment options explored. In other instances, corporation staff, through their contacts with employers, knew of positions that were available and they would approach clients who they felt were suitable to fill the positions. In still other instances, a family member, educator, or other person would have already identified a potential employer and the corporation staff would be approached to help negotiate the terms of employment and put the necessary support in place. When required, and if desired by the client, corporation staff also assisted with the completion of application forms and interviews.

Seventeen of the 24 employers interviewed (70%) indicated that the jobs were well suited to the individual preferences and strengths of the employees who were selected. Only 3 (12.5%) indicated the clients matched were not suitable for the jobs. It is noted, however, that only 4 employers (16.7%) indicated that an interview process occurred and 12/24 (50%) indicated that the individual working for them had been selected and placed by the corporation.

Self-Employment. For many clients the initial intake process, on-going employment planning, and individual preferences result in the identification of self employment as an appropriate employment option. Some client and family informants indicated that the corporation was actually the initiator of the self employment activity and had approached them to discuss the suggested business

idea. In other instances the clients, or their family, brought forward the idea of either creating a new business or taking over an established business.

5.2.6 Monitoring and Supporting Job Placements

Primary mechanisms for monitoring and supporting job placements consisted of provision of co-worker support[2] and/or on-site visits by corporation staff. In addition to these support and monitoring mechanisms, corporations also provided a range of peripheral supports to clients in employment/self employment and supports specific to clients engaged in self employment.

Provision of Co-worker Support. Key informants at the Corporation level, as well as employers, confirmed that the availability and adequacy of co-worker support is a critical element to the successful acquisition and maintenance of employment for many clients. Key informants indicated that the level of co-worker support required by a client is contingent upon many factors. Primary among these factors is the need of the client which is identified within the planning process. Other factors which influence the decision to provide a co-worker, and the extent at which to provide it, would be: the demands of the specific job; familiarity of the client with participation in the labour force; and, in some instances, employer preference. Key informants further indicated that decisions to provide co-worker support are made in full consultation with the client and their family.

Corporation staff noted that current HRE policy precludes the use of co-worker support for clients whose primary disability is not a developmental disability.

Data across corporations indicate that differences exist in how corporations determine the need for co-worker support and recruit/select co-worker staff. For instance, staff of one corporation indicated that clients placed in employment are told they will get a minimum of one month of full co-worker support. In still

[2]It should be noted that not all clients supported via the supported employment model required the provision of initial or ongoing paid co-worker

another corporation, all clients placed in their first job begin with full time co-worker support. With respect to recruitment and selection, some clients are involved in the interviewing and hiring of co-workers while other times co-workers are interviewed and hired directly by the corporation and assigned to clients.

On-site visits by corporation staff. The majority of corporations report that typically a staff of the corporation visits each employment site on a weekly basis to ensure that the placement is proceeding successfully and that the level of support is appropriate. It is noted that such visits are conducted for all active clients even those who do not require support from a co - worker. Corporations reported that visits might occur more or less frequently dependent upon a number of factors including: proximity of job site to the corporation office, length of time employment held by client, client and employer preferences, and the presence (or absence) of any on job difficulties.

Employers indicated a high degree of satisfaction with the type and extent of monitoring and support provided to the job placements. Twenty-three (95.8%) said monitoring is adequate to ensure that levels of support are appropriate to the changing needs of clients. Most employers also indicated that staff of the corporation were always available to assist in problem solving if issues arose in the employment situation. However, most were quick to point out that problems, if they did occur, were not usually related to the clients' work performance but rather peripheral issues such as transportation or lack of availability or suitability of co-workers.

Corporation staff indicate that adequacy of co-worker support is reviewed on a regular basis and any decision to reduce or increase the co-worker support is made in consultation with the client, the family (where appropriate), the employer, and the co-worker.

Peripheral supports provided. Corporations provide other forms of support to the clients who are working. The following are representative of the types of support that have been offered by corporations:

- Selection of co-workers to provide support;
- Communication with employers, clients, co-workers, and (where applicable) family members to identify and address any problem areas;
- Provision of transportation;
- Equipment loans.

Support to self employed individuals. Individuals in self employment initiatives revealed that corporation staff provided a range of supports to them during the development and implementation of their business plans. Key informants further indicated that, in some instances, corporation staff assisted by carrying out needs surveys to assist clients to establish the viability of a business idea. Clients also reported that staff were helpful in terms of helping them to secure locations, materials, licenses, and start up funds. Often, once the business is established, corporation staff also assist with the bookkeeping.

5.2.7 Tracking and Measuring Individual Progress Toward Identified Goals

Corporation staff report that individual files are maintained for each person served by the corporation. While no systematic inspection of client records was undertaken within this evaluation, discussions with staff of the various corporations indicated that individual client records vary greatly with respect to the frequency and comprehensiveness of commentary they contain. No standard file record protocol exists.

At the pre-employment and transitional stages, progress toward identified goals is noted in client files by the program staff and includes information regarding employer contacts made, meetings held with clients, interviews scheduled, etc. Once employment has been obtained, progress toward individual goals continues to be noted by program staff who visit the clients at the job sites regularly. They speak with the clients, the employers, and, where present, the co-workers to determine progress that is being made. As well, co-workers are usually expected

to complete weekly reports on progress that is being made by the client on the job site.

5.2.8 Program Exit Procedures

Staff of 15 of the 17 corporations reported that no formal graduation/exit procedures have been defined by the corporations. Data collected within this evaluation further indicate that very few people actually leave the supported employment program. One exception occurs when clients leave the area being served by the corporation. In these instances, Corporation staff report that they sometimes refer individuals to other Employment Corporations, if such exist and if this is agreeable to the client. Staff also report that, in many instances, they continue to have informal telephone contact with clients who have left their area.

In some instances clients have exited the program when they wished to terminate their involvement with the corporation, usually because they felt they no longer required the support of the corporation. In these instances, Corporation staff report that they inform the clients that they are welcome to return to the corporation for services if they feel they should require them at any time in the future.

While the numbers of clients who "exit" the program is very limited, clients and corporation staff noted that there are many clients being supported by Corporations who have been in the same jobs for many years. Corporation staff report that where clients have been employed for a significant amount of time and the position has been relatively stable, with little or no intervention being required of the program staff, the level of monitoring by program staff is reduced.

However, these individuals, even those who have no co-worker support, continue to be counted in the statistics of the corporations.

5.2.9 Follow-up Procedures

Review of program documentation and interviews with corporation staff revealed no formal procedures for follow up with clients previously served by the corporations.

5.3 Tracking of Outcomes Information

5.3.1 Tracking Mechanisms

All corporations complete monthly reports which include Monthly Activity Reports (numbers of clients served, clients employed, clients on waiting lists, etc.) and Monthly Client Data Reports (occupation, hours worked, wage rate, number of co-worker hours used, weeks worked, etc.). Copies of these forms are contained in Appendix D. These forms have been in use since February, 2000 and were developed by a committee of representatives of Corporations and a Policy Development Specialist with the Division of Employment and Career Services. As per the directions noted on a cover sheet sent to Corporations in February, 2000, reports are to be submitted to the relevant District Manager, Human Resources and Employment with a copy forwarded to the Division of Employment and Career Services. Reports are due 10 working days after the end of each month. Prevalent practice within corporations is that these reports are also forwarded to HRDC along with the submitted monthly claim forms.

A few Corporations noted that they have been using HRDC's Client Assessment and Tracking System (CATS) as a mechanism to track client progress and outcomes. However, staff generally felt that this system was not appropriate for use with this client group or program area. They also felt that the use of this system was time consuming and redundant to the other tracking mechanisms (i.e. HRE reporting) that were required of them.

5.3.2 Existing Outcomes Data

Review of the data available at the Division of Employment and Career Services revealed significant inconsistencies and gaps in recording and reporting of required outcome data. While standard forms for reporting have been developed, it is noted that some corporations have developed, and use, modified versions of these forms. As well, it appears that different corporations interpret various questions on the forms differently. For example, the current requirement to report on "weeks worked" may be misleading in that the actual hours worked by a client in a given week may vary significantly. It was also noted that monthly reports on

outcomes data had not been submitted by all corporations for all months in the fiscal year 2000-2001.

With respect to the data that currently exist, it was noted that outcomes information for employed clients currently being tracked is limited to those elements required in the Monthly Client Data Report. At present, there is no requirement to track other outcomes such as: types of jobs acquired; length of time in job; satisfaction of clients, families and employers; impact on families (financial and well being); wage increases; or other changes or impacts resulting from the implementation of the supported employment initiative. These outcome indicators, and the capacity of corporations to collect such information, may be important to consider in future efforts to evaluate the effectiveness of the model.

5.4 Monitoring of Funding Provided to Corporations

5.4.1 Monitoring Procedures

A similar pattern of monitoring of finances was reported for all corporations. At present, four different groups are involved, to lesser or greater degrees, in the monitoring of administrative and co-worker funding provided to the corporations. These groups include the corporation staff, boards of management, HRE and HRDC.

Corporation staff At the corporation level, responsibility for ongoing monitoring and tracking of revenues and expenditures rests primarily with the Manager/Employment Coordinator of the corporation. The majority of corporations (14/17) also have an Administrative Officer on staff whose primary responsibility is maintaining necessary financial records. Two of the corporations have contracted the services of a bookkeeper. The Managers/Employment Coordinators and/or the Administrative Officers are responsible for ensuring appropriate use of funds on a day-to-day basis, adequate record keeping and the preparation of necessary reports and other financial procedures for review and approval of the Board.

Boards of Management At the Corporation board level, the monitoring mechanisms include regular review at scheduled board meetings of financial statements prepared by staff. Constitutions of boards usually require the position of a Treasurer whose primary responsibility is to monitor the finances of the organization and to ensure that the board members are aware of the financial position of the corporation. In some instances, Board members (e.g President or Treasurer) are required to approve any expenditures over a specified amount and/or co-sign cheques that are dispersed.

HRE With respect to the monitoring of funds by HRE, department policy requires quarterly and annual financial reports from each corporation with respect to expenditures related to the use of co-worker funding. Corporation staff report that the annual allocations of co-worker dollars is based on actual expenditures in the previous year as well as projected expenditures in the coming year. Funding is advanced quarterly with reconciliations conducted on a quarterly basis. Requests for new co-worker funding are processed on an individual basis. An annual audit (by an external auditor) is also required.

The majority of regional and district HRE key informants said that their involvement was limited to recommending requests for funding for co-workers as submitted by corporations and for informing corporations of their approved budgets for the year. Most indicated that the Employment and Career Services Division of HRE takes most responsibility for actually approving the budgets, communicating with corporations about requests, and requiring and receiving financial reports. Regional and District HRE staff reported that while the current processes reduce the workload for people in the field, the lack of involvement with the approvals and dispersals of funds results in weakening of the monitoring potential. HRE key informants stated that because their involvement with the funding aspect is so limited, they are not as attentive to the monitoring of the funds as they might be if they viewed it as their responsibility.

HRDC HRDC Program Officers are the primary agents responsible for the monitoring of funds dispersed by HRDC. Annual contracts and associated budgets

are developed through negotiations between the Program Officers, corporation managers, and boards of corporations. HRDC requires quarterly, and in some instances monthly, financial reports and cash flow statements from the corporations. As well, Program Officers make periodic visits to the corporations to review all financial transactions. Many corporations report that at present HRDC requires line-by-line expenditure monitoring. Again, it is required that an annual audit be completed by an external auditor.

The fact that continued funding, with respect to both administrative and co-worker funds, is contingent upon timely submission of reports ensures that all reports are submitted regularly and in a timely fashion. All key informants indicated that attention to financial monitoring practices and general financial accountability has been increased since the involvement of HRDC and that, within the supported employment initiative, more stringent financial monitoring procedures have been introduced.

5.4.2 Suggested Improvements to Financial Monitoring Procedures

The consensus among all key informants is that present financial accountability practices and procedures are adequate, if not excessive. The majority of corporation informants, both staff and Board members, welcomed the introduction of increased financial accountability. However, there was a concern expressed by these boards that the accountability practices that exist in some instances restrict the capacity of the boards to manage their organization and results in "micro-management" by the funding agent. This comment was directed in particular to the HRDC requirements. The concern was also expressed that the monitoring and reporting procedures were consuming a large portion of staff time and was disproportionate to the actual benefit derived from such procedures.

In consideration of this, several suggestions were put forward by key informants. First, key informants at all levels felt that the monitoring procedures could be streamlined such that there would be one reporting format that would be acceptable to all parties. Second, while maintaining appropriate accountability

procedures, it was suggested that HRDC needs to move away from a line-by-line accountability in areas where this is currently occurring.

Existing HRE policy indicates that District and Regional Offices are involved in the allocation and monitoring of co-worker funds. However, evidence gathered from the majority of HRE and corporation staff and boards indicated that the involvement of HRE staff at these levels is nominal at best. These key informants further indicated that the allocation, approval, and monitoring of co-worker funding must be more clearly vested with the district and regional levels. At present, a perception exists that the HRE component of the Supported Employment initiative is very centrally driven and while this may have been appropriate and beneficial in the past, the further regionalization of the approval and monitoring process is consistent with the direction of HRE.

A final comment on the accountability procedures relates to funding for audits. Corporations report that HRE requires a formal audit of co-worker dollars provided to the Corporations. However, they do not provide the funds to conduct the audit. As well, HRDC has taken the position that they will not provide funds to conduct an audit on funds from another agency. This issue needs to be resolved.

5.5 Staffing Structures of the Corporations

5.5.1 Staffing Complements

Corporation staff Most corporations seem to have a similar staffing structure which consists of a Manager or Employment Co-ordinator and one or two individuals who are in Placement Officer[3] positions. The Placement Officer is responsible for assisting clients to identify their employment goals, finding suitable employers, matching clients with appropriate job opportunities, and monitoring job placements. In most instances the Managers/Employment Coordinators also engage in work with individual clients (that is assisting them to

[3]While the corporations use different job titles to describe this position, the role is consistent across all corporations. As the term Placement Officer is the one most frequently used, it will be used throughout this report.

find and maintain employment). In smaller corporations the functions of Manager and Placement Officer are combined in one position. In addition to the staff (Managers, Placement Officers, and Co-Workers) who work directly with clients, many corporations also have an Administrative Officer who attends to coordination of office affairs and bookkeeping. The staff positions of the corporations (for the fiscal year 2000 - 2001) are presented in Table 1 below:

Table 1: Position Titles and Salary Ranges of Corporation Staff

Title	Number	Salary Range
General Manager/Manager:	5	34,000-43,000
Employment Coordinator:	7	30,000-35,000
Coordinating Counselor	3	31,500-36,000
Placement Officer:	6	30,000-36,000
Employment Counselors:	5	27,000-34,000
Case Manager (shared across 2)	1	26000
Client Services Coordinator	1	36,900
Career Development Specialists	2	30,000-32,000
Human Resource Coordinator	1	31000
Administrative Officer	10	13,200-24,000
Business Manager (shared)	1	33000
Office Manager	1	25,000
Bookkeeper	2	20,500-25,000
Office Clerk (part time)	1	3,500
Total	46	

Co-worker staff Co-workers who work directly with clients on job sites are usually employed by the corporations. The number of co-workers depends on the number of clients who are employed and who require co-worker support.

Two exceptions to this practice were noted during the course of this evaluation. First, one corporation offered a "wage subsidy" to several of the employers who hired a person with a developmental disability. This wage subsidy (up to an amount equal to the wage rate for co-workers) is negotiated prior to the placement of the client on the job, is based on a recognized need for initial on the job support, and is reviewed on a regular basis. The subsidy enables the employers to increase the wage of one of their employees in order to compensate them for assuming the additional responsibility of supporting the client on the job site. In this instance the employer is the employer of both the client and the "co-worker".

In one corporation, the co-workers are not the employees of the corporation but rather are the employees of the various clients who require their services. Each client has his/her own employee number and the corporation provides support to the client in fulfilling the role of employer. This corporation believes that this arrangement is in the best interests of the client since it allows the client a greater degree of flexibility in terms of deciding who will work with them.

In all instances, regardless of whether the co-worker is employed by the corporation, the employer, or the client, funding for co-worker wages comes from HRE.

5.5.2 Staff Qualifications/Experience

In response to questions regarding the appropriateness of qualifications and experience of corporation program staff, all employers surveyed indicated that they felt that staff had the necessary requirements to fulfill their responsibilities effectively. As well, board members indicated that enhancements to the funding of corporations (via LMDA) has allowed them to attract and maintain staff with the appropriate qualifications and experience. Key informants at all levels, particularly individuals and family members, attributed much of the success in the attainment and maintenance of employment of clients to the excellence of the program staff. It is noted, however, that within the scope of this evaluation no effort was made to review the specific qualifications and/or experience of corporation staff.

With respect to co-workers, key informants at all levels indicated that low wages being offered was a major factor in recruitment and retention of individuals with appropriate background and experience for this position. Key informants also indicated that at present no formal training program exists for the profession of co-worker.

5.5.3 Staff Training and Orientation

Most corporations indicated that there is no formal initial period of training or orientation for new staff. In fact, most indicated that there is insufficient time and resources allocated to training (either pre-service or in-service). When new staff are hired, there is sometimes an overlap of ingoing and outgoing staff for a period of time so that there can be some transfer of knowledge. Throughout the course of this evaluation, boards, corporations staff, and co-workers clearly identified initial and on-going training as a major issue of concern.

With respect to the co-workers, as stated earlier, data collected indicate that all co-workers and the clients they support receive regular support, monitoring, and supervision from corporation staff. Supervision of both co-worker and clients is also perceived as the responsibility of the employer. And indeed, many employers indicated that they provide their staff (i.e. the client of the corporation) with support, training and supervision necessary to the fulfillment of their jobs.

Board members indicated that one of their major roles is the provision of support and guidance to the corporation staff. However, boards noted that the lack of training and resources available to board members themselves has resulted in a lack of knowledge regarding the management of staff and effective strategies for staff development. In situations where a managerial type position exists, Boards saw this role as being specifically directed toward the manager of the corporation who, in turn, would be responsible for the supervision and support of other staff of the corporation. The majority of corporation staff indicated that they do feel supported by their boards and managers.

Little evidence was gathered to indicate that planned human resource development efforts are engaged in by the various boards. However, there were examples where staff of Corporations were encouraged and supported to attend specific training events. As well, the majority of Corporations (staff and some board members) also attend the annual Supported Employment Newfoundland and Labrador (SENL) conference.

5.5.4 Capacity of Corporations to Respond to the Needs of Clients in a Timely Fashion

Employers were enthusiastic in their praise of the ability of corporation staff to respond to the needs of their clients who are employed. Several employers cited instances where they encountered challenges or issues that required support on the worksite. They indicated that, without exception, the corporation staff responded to and assisted in the resolution of these issues in a timely and effective fashion.

Clients and families varied in terms of their opinions regarding the ability of corporation staff to respond to challenges. While most indicated satisfaction with the responsiveness, a few exceptions were noted. For example, some clients and families questioned the suitability and viability of current employment placements but found it difficult to persuade corporation staff to make any move to assist in a transition to alternative placements.

While it is imperative to note that the researchers did not speak to clients on the waiting list or quantify the time between referral and first employment, clients interviewed who were employed during the fiscal year 2000-2001 indicated that the time they spent on waiting lists varied greatly. As well, some Health and Community Services staff indicated that there have been referrals to corporations, particularly in the past several years, that have not yet resulted in employment placements for these individuals.

All corporations had identified waiting lists. Interviews with corporation staff indicate that the majority of people who are currently on waiting lists have undergone initial assessment. Waiting lists were not reviewed to determine the

length of time from initial referral to date of first job placement. However, from the information gathered it is apparent that individuals remain on the waiting lists until employment is secured. It is also noted that if employment terminates individuals return to this list, again awaiting appropriate employment.

The majority of HRE informants (6/8) reported that corporations are able to adequately serve the clients within their geographic areas. However, 2/8 expressed the view that serving clients in more remote areas was more challenging due to transportation issues and generally low employment in those areas. Interviews with corporation staff and board focus groups confirmed this finding. In general, fewer people are employed in more remote areas and those who are employed see staff from the corporation offices much less frequently than people living in areas closer to the corporation offices.

5.5.5 Geographic Areas not Served

Key informants from Corporations, HRE, and HCS indicated that there are several areas of the province that are currently not being served and from which there have been requests for service. These include: Burgeo, South Coast, Northern Peninsula, Coastal Labrador and the Twillingate/New World Island, Avondale, and Ferryland areas. In order to serve these and potentially other (as yet unidentified) areas, HRE key informants felt there would need to be increased dollars for staff and travel. Many boards of corporations expressed the view that in addition to money, there would need to be some volunteer commitment from people in the areas wishing to be served. Another alternative proposed was that other organizations currently existing in those areas could be approached to provide supported employment services. It is important to note that many key informants responding to this line of inquiry indicated that their responses were based on individual contacts with clients and not based on any formal needs assessment of the areas.

5.5.6 Changes Needed to Enable Corporations to Serve Additional Clients

As indicated above, the majority of corporation staff and boards interviewed indicated an ability to serve adequately those clients who reside in the

geographical area currently being served by their corporations. However, they did state that employment rates in the community impact on the number of job placements that can be found. Boards of management and staff further indicated that if significantly more job placements were found, there would be a need to increase staffing levels to adequately monitor and support the increased placements.

Health and Community Services staff in some areas of the province indicated that it appears that clients requiring higher levels of support tend to remain on waiting lists for longer periods of time. In fact, in some areas clients, who in the opinion of HCS staff have extensive support needs, are not being referred because experience has shown that there is little or no success in gaining employment for them through the supported employment model.

The majority of corporations indicated that severity of disability is not a factor considered in acceptance into the program but did acknowledge that securing of employment for persons with developmental disabilities who require extensive support, given current economic conditions and prevalent community and employer attitudes, presents as a more time consuming effort. Informants within several corporations also felt that the current practice of setting annual targets (i.e. # of jobs to be obtained) acts as a disincentive to serving persons with extensive supports.

In discussing this issue, many of the corporations pointed out that self employment has been a viable alternative for many individuals with developmental disabilities who require extensive support and that more expertise in this area is required by corporations to enable them to better assist people who might choose this option..

5.6 Perceived Appropriateness and Effectiveness of the Implementation

When asked if current delivery and administration of the program resulted in the fulfillment of the mandate and objectives of the supported employment model, the majority of the key informants indicated that they felt it did. Employers were perhaps the

most enthusiastic in their endorsement of the program with 100% of them stating that they believe the supported employment model is an appropriate and effective model to assist people with developmental disabilities to enter and remain in the workforce. Many employers further indicated a belief that clients served would not be able to find or maintain meaningful employment in the absence of the program and its associated supports.

Of the 99 clients interviewed, 93.9% reported that the employment corporation, and the supported employment model, was responsible in some way for assisting them to obtain their job. When asked if they felt there were ways that the employment corporation could better support them, 36 (36.4%) reported that there were no other ways. Sixty-three (63.6%) expressed the belief that the corporation was an appropriate agency to support them to enhance their current or future job opportunities (e.g. obtain new job, increased hours, better wages).

The majority of corporation board and staff key informants (76%) reported that current delivery and administration results in the fulfilment of the mandate and objectives of the model. The positive aspects of administration and delivery most frequently noted by this informant group were: the demonstrated, positive partnership between government and the third sector; the support for the broad based community economic focus employed within the model; enhanced funding for both administrative and co-worker supports; and the capacity to be flexible in the design and delivery of needed supports.

Corporation board and staff key informants who expressed dissatisfaction with the current administration and delivery offered several reasons for this opinion. First, many pointed to the demands for paperwork and increased accountability as being two factors which detract from the corporation's ability to serve clients. Second, some felt that there was an increased attention to attainment of tangible outcomes and that the funding partners did not fully appreciate the complexities of supporting clients with developmental disabilities to find and maintain employment. A third frequently cited issue was the continuing presence, within the income support system, of disincentives to employment.

6.0 Client Outcomes

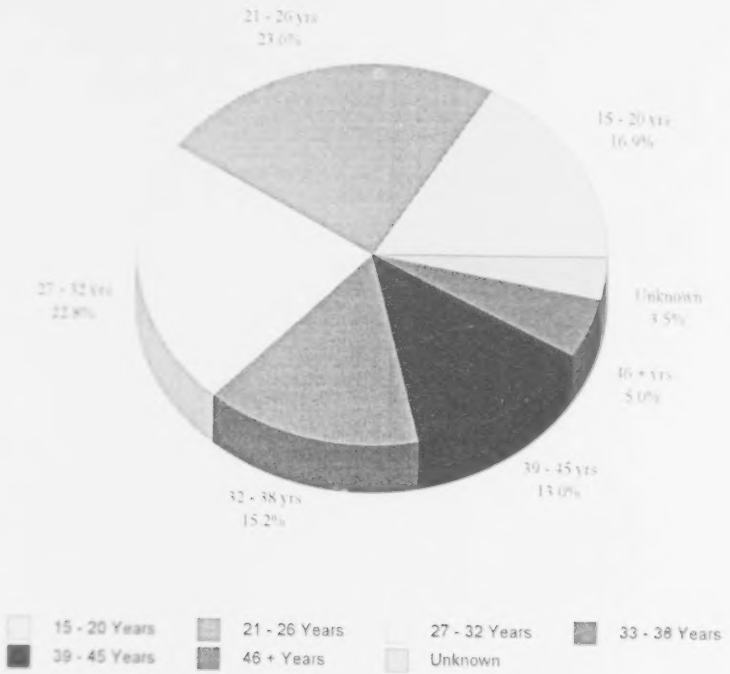
During the fiscal year 2000 - 2001, 461 persons were assisted by the 17 Corporations to obtain and/or maintain employment through the Supported Employment Program. In addition to supporting the clients who worked during the year, corporations also worked with clients who were considered to be on their waiting lists. Support to waiting list clients included assessment, support with resume writing, vocational planning and other activities which were geared toward supporting them to find employment. As mentioned previously, the primary focus of this evaluation was on those who were employed during the fiscal year 2000-2001 and therefore data were not collected to identify the number of people on waiting lists and/or the extent to which they were being served.

6.1 Client Characteristics

6.1.1 Gender and Age of Clients

Data regarding the characteristics of clients were collected from all corporations. Data revealed that more males (295 - 64%) than females (166 - 36%) were employed with the support of corporations in the fiscal year 2000-2001. Data regarding the age during the fiscal year were available for 445 clients. At the start of the year (April 1, 2000) the ages of clients ranged from 15 to 62 years. The average age of clients was 30.3 years with a standard deviation of 9.1 years. Figure 2 below provides the ranges and distributions of ages of clients.

Figure 2: Age of Clients at the Start of the 2000-2001 Fiscal Year



6.1.2 Primary Disabilities of Clients

Data regarding the primary disability of clients were also collected from corporations. As Table 2 reveals, the vast majority (93.7%) of clients being served were identified as having a developmental disability as their primary disability. Only 6.3% present with a primary disability other than a developmental disability.

Table 2: Primary Disability of Clients

Type of Disability	Number of Clients
Developmental	432 (93.7%)
Learning	19 (4.1%)
Physical	9 (1.9%)
Unknown	1 (0.2%)
Total	461

6.1.3 Setting or Status at the Time of Referral

First it must be noted that dates of referrals varied considerably for clients with some being referred as early as 1977 and others being referred during the fiscal year 2000-2001. Clients referred in the late 1970s and early 1980s were actually referred to day programs or other agencies that later became Employment Corporations. Data submitted on Client Data Sheets revealed that of the 459 clients for whom information was available regarding day time activities, the vast majority, 258 (56.2%), were at home with no activities at the time of referral. The remainder of clients were in high school (24.6%), college (4.8%), attending vocational training or learning centres (3.7%), attending a sheltered workshop or day program (7%), or engaged in other activities (3.7%) such as volunteering or institutional programs.

Information pertaining to income sources prior to referral was available (as per completed Client Data Sheets) for 360 clients. Of these, only 19 (5.3%) were known to have had some employment income in the month prior to referral. Living arrangements at the time of referral were known for 379 clients. Of these, the vast majority, 313 (82.6%), were living with family. The remainder of clients were living with alternate families (4.7%) or in their own homes (3.7%), Board and Lodging - non-relatives (2.6%), cooperative apartments (2.1%), institutions (1.6%), group homes (1.3%) or individualized living arrangements (1.3%).

6.2 Employment Patterns of Clients

6.2.1 Types and Numbers of Jobs Held

The majority of the 461 clients (396) held one job while 53 held two jobs and 12 individuals held three jobs during the fiscal year under review. The 461 clients were engaged in three broad types of employment across 538 jobs. First, there were 395 people who had paid positions with an employer. In this type of employment there was an employer-employee relationship in that the employer paid the wages of the client and set the job duties. In some instances, the employer received a wage subsidy (from either HRE or HRDC). The issue of wage subsidies is discussed in more detail in section 6.2.2 of this report. Second, there were 52 clients who were engaged in self-employment. Four of these clients also had other sources of income (either paid employment or commission sales). A third group of 27 clients sold tickets on a commission basis. Three of clients engaged in ticket sales had two jobs as ticket sellers. As well, 9 ticket sellers had other sources of income (either self employment or paid employment).

Ticket Selling is highlighted and presented as a separate category for several reasons. First, it was the only position held (apart from self employment) for which income data was largely unavailable. Second, the income data that was available revealed that the hours worked and the wages earned on a commission basis were generally very low. Finally, corporations who placed clients in Ticket Sales reported that this type of employment was generally used with first time employees to provide them with job experience with an expectation that clients would not remain in these positions for any extended period of time.

Table 3 displays the number and percentages of the 538 jobs as they are distributed across the occupational categories found in the National Occupational Classifications Codes (NOCC).

Table 3: Distribution of Client Jobs across Occupational Categories

Occupational Category	Number (%) of Jobs
Sales and Service	357 (66.3%)
Trades, Transport and Equipment Operators & related	79 (14.6%)
Business, Finance and Administration	40 (7.4%)
Art, Culture, Recreation and Sport	25 (4.6%)
Unique to Processing, Manufacturing and Utilities	16 (2.9%)
Unique to the Primary Industry	13 (2.4%)
Social Sciences, Education, Government Services & Religion	7 (1.3%)
Health	1 (0.2%)
	538

Of the positions held, it can be seen from Table 3 that the vast majority (88.3%) fall within three categories: Sales and Service; Trades, Transportation and Equipment Operators and related; and, Business, Finance, and Administration. Table 4 provides a detailed breakdown of the positions held within these categories.

Table 4: Detailed Breakdown of Occupational Categories of Most Frequently held Positions

Occupational Category	Breakdown	Frequency of Jobs
Sales and Service		
	Food Services Workers	97
	Retail Sales and Service	93
	Janitorial/Cleaning	92
	Commission Ticket Sales	30
	Recycling	14
	Flyer/Newspaper Delivery	12
	Other	19
Trades, Transportation and Equipment Operators		
	Labourers	38
	Maintenance Workers	20
	Warehouse Workers	9
	Delivery Drivers	3
	Other	9
Business, Finance and Administration		
	Office Clerk	22
	Office Assistant	8
	Office Administrator	4
	Receptionist	4
	Other	2
		476

6.2.2 Wages Earned

Income data, as reported by the corporations, were available for all clients in the first category of employment. Corporations had access to this data as they

typically were involved in the initial placement of clients with employers. However, income data for many clients engaged in self-employment or ticket sales was unavailable. The incompleteness of this data can be explained in that many corporation staff reported that it was inappropriate (and unnecessary) for them to intrude on the privacy of clients by inquiring as to earned income from self employment or commission sales. Table 5 reveals the wage rates and distributions of rates across the 538 jobs held. The majority of clients were working at the minimum wage rate of $5.50 per hour. Approximately one quarter (24%) of the clients were working for higher than minimum wage.

Table 5: Wage Rates and Distributions of Rates across the Three Types of Employment

Wage Rate	Paid Employment	Self Employment	Tickets	Totals
Unknown	0	23	25	48 (8.9%)
<5.50	3	4	0	7 (1.3%)
5.50	335	14	5	354 (65.8%)
5.51 - 6.49	59	2	0	61 (11.3%)
6.50 - 7.49	19	2	0	21 (3.9%)
7.50 - 8.49	9	3	0	12 (2.2%)
8.50 - 9.49	3	0	0	3 (0.6%)
9.50 - 10.49	6	3	0	9 (1.7%)
10.50 - 11.49	2	0	0	2 (0.4%)
11.50 - 12.49	2	0	0	2 (0.4%)
12.50 - 13.49	2	1	0	3 (0.6%)
13.50 - 14.49	0	0	0	0 (0.0%)
14.50 - 15.49	16	0	0	16 (3.0%)
	456	52	30	538

A review of Table 5 reveals that 7 (1.3%) clients were found to be working and earning income at lower than the minimum wage rate. Four of these clients were in self employment while the remaining 3 were in "paid" positions. Interviews with corporation staff indicated that low income in self employment was typical in start up years for small businesses, and attributable to the extra hours that are required to help establish a viable business. The explanation with respect to the 3 clients in paid positions is more problematic. It would appear that in these instances clients are receiving a monthly stipend/allowance which, considered relative to the weekly hours worked, yields reimbursement at a rate lower than the minimum wage level. Interviews with corporation staff indicated that this may be a practice that has remained in effect for these individuals since the mid 1990s when the use of "training placements" was prevalent.

For clients in paid employment, the lowest annual income earned was $38.50 and the highest annual income earned was $31,200.00, with the average annual salary being $5,727.26. Table 6 displays the range and distribution of earned income for the 395 clients who had paid employment. These figures do not include income from self employment or ticket sales although some of the individuals represented by these figures might have also had income from these sources.

Table 6: Range and Distribution of Earned Income for those in Paid Employment

Range	Number of Clients
< $5,000	223
5,000 - 9,999	87
10,000 - 14,999	67
15,000 - 19,999	10
20,000 - 24,999	5
25,000 - 29,999	1
30,000 - 31,200	2
	395

Of the 52 clients who were self employed, income data was available for only 29. The salary earned by the 29 clients in self employment ranged from $3,224.00 to $20,800.00 with the average earned income being $9,688.97. Table 7 displays the range and distribution of salaries earned in self employment.

Table 7: Range and Distribution of Salaries Earned in Self Employment

Range	Number of Clients
< $5,000	6
5,000 - 9,999	8
10,000 - 14,999	11
15,000 - 19,999	3
20,000 - 24,999	1
	29

Income data were available for only five of the 27 clients who were involved in ticket sales. The annual salaries derived from ticket sales commissions of these five clients ranged from $77.00 to $550.00 with the average being $259.70.

Income data that were available across the three types of employment indicated that at least $2.5 million dollars were earned by clients in supported employment during the period April 1, 2000 through March 31, 2001. Table 8 provides a breakdown of the total income earned in each category.

Table 8: Total Annual Income Earned in each Type of Employment

	Paid Employment	Self Employment	Ticket Sales	Total
Total Annual Income	2,262,269	280,980	1,298	$2,544,547

As noted previously, in some instances employers who hire clients of employment corporations also access wage subsidy programs, depending on eligibility, of HRE and HRDC. Data from HRE indicated that during the fiscal year 2000 - 2001, wage subsidies were approved for employers on behalf of 27 clients supported by employment corporations. The subsidy programs used include Seasonal, Newfoundjobs, Linkages, High School Program, and Employment Generation Program (EGP). Total value of these subsidies for the fiscal year 2000 - 2001 was $99,458. Data from HRDC indicated that during the fiscal year 2000 - 2001, wage subsidies were approved for employers on behalf of 46 clients supported by employment corporations. The subsidy programs used include Targeted Wage Subsidy, Job Creation Partnerships, Youth Internships, Youth Community Service, and Opportunities. Financial information regarding the total value of HRDC provided subsidies was not available. Of the 461 clients assisted to obtain employment during 2000 - 2001, approximately 73 clients (15.6 %) had some portion of their wage paid through the use of a wage subsidy. It should be noted that in addition to the HRDC and HRE wage subsidies, staff of several corporations also indicated that in a several situations funds were made available by a community agency and these were used to pay partial or full wages for clients. Data was not available to confirm the extent to which this occurred.

Available data indicated that at least 14 people were employed by the three (3) employment corporation who operated small businesses. Total hours worked across these 14 clients was18,765, and total salary earned was $104,992. Funding provided via HRE was used to provide co-worker support to clients employed in these corporation operated businesses, and it was further acknowledged by corporation key informants that a portion of corporation staff time was devoted to the overall management of these businesses. Wages for clients employed by these

businesses came from a combination of profits generated by the businesses and/or wage subsidies programs of either HRE or HRDC wage subsidy programs.

6.2.3 Hours and Weeks Worked

Data were available on the hours worked in the year by all clients across the three types of employment held. The 395 clients in paid positions during the year worked an average of 887.37 hours, with the minimum number of hours being seven and the maximum number of hours 2151. Self employed clients worked between 120 and 2192 hours at their business ventures with the average number of hours worked being 1390.11. Clients engaged in ticket sales worked the lowest number of hours with the range being from 12 to 504 hours. The average number of hours worked by the 27 clients engaged in ticket selling was 113.88. Table 9 reveals the distribution of clients across the number of hours worked in the year.

Table 9: Range and Distribution of Annual Hours Worked by Clients in the Different Types of Employment

Hours Worked	Paid Employment	Self Employment	Ticket Sales	Totals
1 - 249	97	3	24	124
250 - 499	50	3	2	55
500 - 749	45	3	1	49
750 - 999	51	10	0	61
1000 - 1249	35	4	0	39
1250 - 1499	25	0	0	25
1500 - 1749	18	4	0	22
1750 - 1999	25	14	0	39
2000 - 2249	49	11	0	60
TOTALS	395	52	27	

Table 10 reveals that clients in self employment were more likely to be working full time hours than either clients in paid employment or selling tickets. Ticket sellers were the most likely to be working fewer than half time hours. Only 4 (7.7%) of those in self employment and 53 (13.4%) of those in paid employment were working less than 15 hours a week while 16 (59.2%) of those in ticket sales were working fewer than 15 hours a week.

Table 10: Average Hours of Work per Week across Different Types of Employment

Average Hours per Week	Paid Employment	Self Employment	Ticket Sales
35 or more hours	165 (41.8%)	31 (59.6%)	1 (3.7%)
15 - 34 hours	177 (44.8%)	17 (32.7%)	10 (37%)
less than 15 hours	53 (13.4%)	4 (7.7%)	16 (59.2%)
Total	395	52	27

6.3 Co-worker Support Provided

Clients of the corporations varied with respect to the amount of co-worker support they required. Data on hours of co-worker support, as provided in monthly reports submitted by the Corporations to HRE, revealed that there was a total of 305,763 hours of co-worker support provided compared with 425,872 worked by clients of the corporations. Thus, the ratio of co-worker support hours to total hours worked by clients was .71:1. Table 11 reveals the total hours worked and total hours of co-worker support provided in each of the three categories of employment.

Table 11: Total Hours Worked by Clients and Total Hours of Co-worker Support Provided across Types of Employment

	Paid Employment	Self Employment	Ticket Sales	Totals
Total Hours Worked	350,512	72,286	3,075	425,873
Total Co-worker Hours	239,967	62,718	3,079	305,764

Interview data from HRE, HRDC, and HCS key informants indicates a strong belief that, at least in some instances, too much co-worker support is being provided or little or no effort is being made to fade co-worker support when possible.

While many key informants from HRE, HRDC, and HCS indicated concern that there may be insufficient effort to reduce co-worker support, employers interviewed were almost unanimous (23/24) in their belief that the program is assisting clients, where possible, to move toward greater independence in employment. It should be noted that employers were not just referring to co-worker support when making this assertion. They were also, in many instances, referring to the increased ability to perform tasks independently, increased ability to interact with others, and a number of other indicators of increased independence.

One employer who indicated insufficient effort was being made to reduce supports stated that "fading support" had never been discussed by corporation staff and that the only comment that had been made to him with respect to the support was that "funds are available". This employer commented that, "As a business person, if that is offered, I will probably always take it, even if it is not needed."

Interviews with clients revealed that 21/86 (24.4%) of those who currently had co-workers felt that they were receiving too much co-worker support. During the course of interviews, several clients indicated that their co-workers were former long time employees of the employer and that, although they were now receiving their salary from

the corporation, they still considered the employer of the client to be their employer also. Clients also indicated that rather than supporting them to carry out their duties, the co-worker was sometimes fulfilling his or her own duties within the employment site. Because this evaluation was not an evaluation of specific corporations, there was no attempt made to discover the actual frequency of this practice.

As Table 12 reveals, of the 461 clients employed, 320 (69.4%) had full time co-worker support; 43 (9.3%) had part time co-worker support; and 98 (21.3%) had no co-worker support. It is noted that of the 320 clients who had full time support, 21 clients (6.5%) had co-worker support for more hours than they actually worked. This latter finding was explained by corporation staff as the time required by co-workers to transport clients to and from work and/or provide supervision during lunch and breaks.

Table 12: Level of Co-worker Support across Types of Employment

Amount of Co-worker Support Provided	Paid Employment	Self Employment	Ticket Sales	Totals
Greater than 100%	12	8	1	21 (4.5%)
100%	252	30	17	299 (64.9%)
Between 75 and 100%	22	2	0	24 (5.2%)
Less than 75%	17	2	0	19 (4.1%)
0	92	6	0	98 (21.3%)
Totals	395	48	18	461

Review of Table 12 above further reveals that 69.4% of the clients employed had full time co-worker support on the job while 21.3% had no co-worker support. The minority of clients (9.3%) had somewhere between zero and full time co-worker support. It appears

then that the use of co-worker support, in most instances, is all or nothing. There are relatively few examples where partial support is being provided. Interviews with clients also revealed that 91/99 (91.9%) of clients reported that the levels of support provided to them remained constant over the full duration of their employment period. One possible explanation for this reality is that there are a number of factors, other than the clients' need for support, that impact on the decision to reduce co-worker support. Interviews with clients, family members, employers, corporation staff, and HRE and HRDC key informants revealed a wide range of possible factors including:

1. Difficulties finding co-workers willing to work less than full time hours;
2. Over-reliance on co-workers for assessment of the need for continued co-worker support in spite of the potential for conflict of interest in their assessment;
3. Over-reliance of employers on the availability of the client and the co-worker (two workers) and reluctance to agree to reductions;
4. Perception that funding for co-workers is readily available and thus there is no incentive to encourage clients and employers to reduce supports when possible;
5. Use of long time employees of the employing company as "co-workers". Employers frequently have greater loyalty to the long time employee and have no intention of reducing their hours even as the client becomes less dependent upon their support. Employers and long time employees also become accustomed to, and dependent upon, the availability of higher wages that are made available to co-workers.

6.4 Job Satisfaction

Of the 99 clients interviewed during this evaluation, 94 (94.9%) reported that they like their jobs. Clients offered many reasons for liking their jobs. The most frequent reasons given were: they enjoyed meeting new people and having opportunities to socialize with other people in their community; they are making money and contributing to their financial well being; and, it is a reason to get up in the morning and get out of the house. Of the 88 clients who were employed by someone other than themselves, 80 (90.9%) stated that they felt welcomed and supported by their employer and co-workers at the

worksite. The clients interviewed indicated that they would rather be working than not working. The majority said that in the absence of employment they would have little or nothing to do and they would have less money.

7.0 Benefits and Costs of the Initiative

7.1 Identified Direct and Indirect Benefits

The majority of key informants indicated that society as a whole benefits when people with developmental disabilities are supported to obtain and maintain meaningful jobs through supported employment. While clients of the model were usually described as the primary beneficiaries, key informants at all levels specifically mentioned other individuals and groups who benefit from the initiative. Table 13 highlights the beneficiaries and noted benefits of the model as identified by key informants within this evaluation.

Table 13: The Major Beneficiaries and the Benefits (direct and indirect) of Supported Employment

Beneficiaries	Benefits
Clients being served	• Employment • Increased income and purchasing power • Something meaningful and worthwhile to do during the day • Reduced reliance on Income Support • Reduced reliance on Home Support • Ability to save money and plan for the future • Inclusion in the community • Enhanced self esteem • Increased pride • Improved self confidence • Availability of choices • Increased independence • New relationships and friendships • Reduction of inappropriate or negative behaviours

Beneficiaries	Benefits
Employers	• Get good employees • Able to project a positive profile in the community as supportive employer and good corporate citizen • Learn about differences among people and appropriate ways to support people
Co-workers and Corporation Staff	• Employment
Families	• Reduced requirement for care giving • Enhanced pride in son or daughter • Decreased fears about the future • Happy for their son or daughter because of improved quality of life • Reduced financial strain on family • Beginning of "normal" lifestyle
Government	• Savings to income support • Savings to home support • Savings to health • Savings to employment insurance • Active and appropriate use of funds
Community	• Increased numbers of people purchasing and paying taxes • Dispelling myths about capacity of people with disabilities to contribute • Greater numbers of people being supported to be full, contributing members of community

7.1.1 Clients

Key informants noted that the most obvious and direct benefit of the model was its success in assisting people, who might otherwise find it very difficult or impossible, to find jobs. Having a job means having increased income and

purchasing power. Clients themselves frequently described long wished for things they were able to do or materials they were able to purchase as a result of their increased income. For many, the extra income and inclusion in the workforce, meant increased independence, empowerment, and enhanced feelings of self-worth.

I like being up and going to work. I can say that I work for a living...I work for my money...If I go for a coffee, I pay for it with my own money.

I get extra money and help mom pay for the rent, groceries, and the other bills.

With respect to income and benefits, many clients and employers noted that in some instances people moved from subsidized to unsubsidized employment, from part time to full time work, or got promotions, raises, or bonuses. It was not possible, however, within the scope of the present evaluation to quantify the extent to which such was occurring.

7.1.2 Employers

Perhaps the second most frequently mentioned group of beneficiaries was the employers. Key informants at all levels suggested that employers benefit first and foremost because they get a good employee who typically adds value to their place of employment through the work they do and, more importantly, the example they set as a committed and dedicated employee. Employers frequently told stories of employees who rarely miss a day of work, who love their job, and who always strive to do their best. Employers and other key informants also pointed out that participation in supported employment is generally perceived positively by the community and may result in improved business as people want to support a company that supports its employees.

7.1.3 Corporation Staff

Co-workers and staff of corporations were also frequently mentioned as direct beneficiaries of supported employment. Key informants noted that the model is creating employment for a significant number of people (in addition to clients)

throughout Newfoundland and Labrador and that many of these jobs are in areas of the province that are economically depressed with high rates of unemployment. Last year, the model resulted in 305,763 hours of co-worker employment (the equivalent of 168 full time jobs) and 46 jobs with employment corporations. Many key informants indicated a belief that the savings to income support and employment insurance and increased purchasing power and tax revenue generated as a result of the creation of these jobs should also be factored in the financial analysis of the program.

7.1.4 Families

The families of clients employed through supported employment were cited as significant beneficiaries of the model. It was frequently noted that the majority of parents are seniors who, in the absence of supported employment, would be finding it increasingly difficult to provide necessary support to their sons and daughters. Many clients and their parents indicated that the hours of employment provide a much needed break for the parents from the care giving role. They further indicated that, in the absence of employment, other alternative forms of support would have to be provided for the individuals since in many instances the parents are simply not able to provide continuous, on-going support without assistance.

On the cost side, although families report overall positive benefits of the employment of their family member, many acknowledged that they were required to be involved in many aspects of supporting their family member to work. Some of the ways family members assisted were in the areas of: acquiring the jobs, transporting their family member to and from work, making contacts with employers, or securing loans for self-employment ventures.

Parents also spoke about the overwhelming sense of pride they feel for their sons and daughters who have been able to find employment through this model despite predictions to the contrary from numerous professionals they have encountered throughout their lives. Parents expressed great joy and satisfaction with knowing their adult son or daughter is engaged in a meaningful, valued activity during the

day and that they are able to earn money and contribute to their own well being and to society.

Parents stated that seeing their offspring engaged in employment, in many cases for the first time in their lives, has reduced their fears about the future and about what will happen to their son and daughter when they, as parents, are no longer able to care for them. Parents pointed out that the social networks of support that are being developed through employment in inclusive community settings are equally, if not more important, than the proven ability to earn money in terms of reducing fears about the future. Parents stated that alternative programs or services that might be developed in the absence of this model (such as segregated day programs) might alleviate the care giving need for the present time but they would not necessarily result in the same level of confidence about the future as this model, which encourages community inclusion and self sufficiency.

7.1.5 Government

The provincial and federal governments were also felt by the majority of key informants to be beneficiaries of the program. Reduced reliance on income support, home support, health care, and employment insurance were frequently cited as actual or potential benefits of the program. HRE and HRDC staff also indicated that the use of 3rd sector agencies benefits government because staff of these agencies have more knowledge, expertise and time to provide the intensive services required by this client group. Key informants indicated that support for this model represents an active and appropriate use of public funds because it is contributing to the overall well being of people in communities.

7.1.6 Community

The community as a whole was also mentioned as a beneficiary of supported employment. Among the benefits noted for community was the fact that more people in community (clients, corporation staff, co-workers) were being employed and having increased income and purchasing power, thus financially contributing more to society. In addition to the clients and workers directly associated with the supported employment initiative, it was also noted that other community members

were finding employment through the small businesses established by clients with the support of the employment corporations.

Key informants at all levels further indicated that the supported employment model is resulting in changed attitudes on the part of many community members. Families and employers frequently stated that people in communities are initially pleasantly surprised to observe people with developmental disabilities being employed because their expectations were that these people could not be employed. Gradually, community members are beginning to realize the potential of people and they are welcoming and supportive of the contributions they are making.

7.2 Financial Analysis

Analysis of the data was conducted to determine the benefits and costs associated with supported employment for persons with developmental disabilities. The intent of this analysis is to delineate the benefits (i.e. monetary returns to society and/or clients) and costs (i.e. additional expenses incurred as a result of the program) involved in the provision of supported employment services. For the purposes of this evaluation, program costs and benefits will be presented and analyzed from the perspectives of the individual receiving the service - the client and government/taxpayer - who must bear the costs and benefits accrued at the government or systems level.

This analysis will address the following issues: 1) Are clients better off financially when they are employed competitively or do they lose more than they gain? 2) What are the related incremental costs associated with delivery of this initiative? 3) How do these costs compare with other services or supports that would be required in the absence of the program? and 4) What is the net financial benefit/cost associated with the delivery of the supported employment program?

7.2.1 Supported Employment Program Clients

This evaluation was based on a post-test only, one group design. The group consisted of all 461 clients who were employed during the fiscal year 2000-2001. Data from all clients were considered in this analysis.

7.2.2 Analytic Procedure

Although no comparison group was utilized in this review, for comparison purposes, estimates of costs of alternative supports (ie. HRE, HCS, and alternative program costs) for each client in the absence of supported employment were determined. A case by case review of all client's data was undertaken in the determination of the projected costs. A description of how these costs were calculated is provided in the following section.

Several data sources were utilized in the completion of this analysis. First, monthly reports submitted by the Corporations to HRE were used to identify all clients considered to be in supported employment and to calculate the total hours worked by clients during the year as well as the total number of hours of co-worker support provided. Second, corporation staff were asked to complete individual data sheets for each of the clients. These sheets facilitated the identification of job types and the status of clients at the time of referral. HRE FACTS data was used to determine the actual HRE and HCS benefits received by clients during the fiscal year 2000-2001. FACTS data were also reviewed for all clients for the 12 month period prior to their original referral to the employment corporation.

7.2.3 Variables Considered

Variables and definitions used to complete this analysis included:

- *Program costs.* Total co-worker funding provided by HRE and total administrative budgets as per a review of the contracts signed by Corporations and HRDC. The HRE co-worker funding figure is based on the 2000-2001 annual approved budget (un-audited) and given a consistent pattern of surplus recoveries in previous years, the amount reported may represent a slight over-estimation of actual expenditures. With respect to HRDC funding provided to the corporations, the costs associated with three salary units were deducted from the total amount given to the

Corporations. This amount ($90,000) represents the amount that would have been used by those Corporations who provided services to clients other than those considered in "supported employment".

- *Wage subsidies provided.* Total costs of wage subsidies provided by HRE on behalf of any client employed during the fiscal year 2000-2001. Costs associated with HRDC provided subsidies were not available and thus the costs cited in this category are for HRE only and represent an underestimation of actual expenditures.
- *Savings to Income Support.* Income support savings were derived by comparing for each client actual benefits received in 2000-2001 with the level of HRE benefits that would have been received in the absence of income based on applicable departmental entitlements. Earned and other income, age, marital status, and residential status all affect the Income Support payments on a month-to-month basis and were considered in each client's income support computation. In addition, prior patterns of usage, the presence or absence of co-worker support, and employment status prior to referral were also considered when developing projected HRE costs. Where HRE benefits included other employment related costs, these were eliminated when calculating projected costs.
- *Savings to Health and Community Services.* HCS support savings were derived by comparing for each client actual benefits received in 2000-2001 with the level of HCS benefits that would have been received in the absence of income based on applicable departmental eligibility requirements. Earned and other income, type of disability, and residential status all affect the HCS supports provided on a month-to-month basis and were considered in estimation of HCS savings for each client. In addition, prior patterns of usage and the presence or absence of co-worker support were also considered when developing projected HCS costs.
- *Estimated alternative program costs.* The estimation of costs of alternative programs that would be required in the absence of the supported employment program, were calculated for each client again on a case-by-case basis. This calculation fully considered age, hours of employment during the year, residential status, the presence or absence of co-worker

support, other day program attendance, and community in which the client resided.

- *Estimated total taxes paid.* Includes the difference between the taxes paid by those in positions created (incremental) by the supported employment program and those who would be in positions created through the development of alternative programs. The incremental positions created through the supported employment program included Corporation program staff, co-worker positions, and self employment. The incremental positions anticipated to be created in the absence of the program include home support worker and training centre staff positions. Based on an examination of Statistics Canada data on government revenues from individuals, the average provincial taxes collected in Newfoundland and Labrador (income taxes, sales taxes, etc.) on one dollar of personal income in 1998 was 15.9%, with the average federal taxes collected (income taxes, sales taxes, CPP premiums, EI premiums, etc.) was 18%, yielding a cumulative tax rate of 33.9%. (information provided by the provincial Department of Finance) This 33.9% figure was used to calculate the estimated total taxes paid.
- *Wages earned.* Gross income information was gathered for each client who had paid employment with an employer. As indicated in section 6.2.2 of this report, earnings information was not available for most clients who sold tickets on a commission basis as well as most clients who were self employed throughout the year. Thus, the wages reported here are an underestimation of the actual earnings of clients. Gross earnings were calculated for each client who had paid employment with an employer based on wage rate times actual hours worked in the fiscal year.

A detailed set of rules was developed to guide the computation of projected income support entitlements, projected HCS savings, and projected alternate program costs and these can be found in Appendix E.

Alternative costs not considered in this analysis included: loss of or reduced employment of unpaid caregivers who would have to provide more support to family members in the absence of employment.

7.2.4 Benefits/Costs for Clients

As presented in Chapter 6, clients earned approximately 2.5 million dollars through their participation in supported employment. In the absence of employment and based on their known entitlement to income support benefits, these clients could have expected to receive 1.7 million dollars. Thus, this initiative enabled them to net an additional $800,000 during the fiscal year 2000-2001. This represents an average of an additional $1735 annual income per client.

7.2.5 Benefits/Costs for Government/Taxpayers

Analysis of the data revealed that as employment hours increased for clients, usage of services within HRE and HCS decreased. Table 14 below displays this usage by the 383 clients who were 21 years of age and over for the entire fiscal year 2000-2001. Usage by clients below this age level were not considered either because of their lack of eligibility due to age or the fact that they might have been in school, and thus unavailable for full time work, for a portion of the year. Of the 90 clients who worked full time hours for the full year, only 23.3% received any supplemental benefits from HRE and 16.7% received service from HCS. Of the 114 clients who worked 519 hours or less, 88.6% received support from HRE and 61.4% received support from HCS. It should be noted that key informant interviews with clients and corporation staff indicated that a portion of those who worked minimal hours last year but received no income support were in receipt of EI benefits because they had worked in the year prior.

Table 14: Usage of HRE and HCS services by Hours Worked by Clients over age 21 years

Hours Worked	Number of Clients	Number who Received HRE Supports	Number who Received HCS Supports
1880 - 2040	90	21 (23.3%)	15 (16.7%)
1040 - 1879	80	36 (45%)	24 (30.0%)
520 - 1039	99	67 (67.7%)	48 (48.5%)
1 - 519	114	101 (88.6%)	70 (61.4%)
TOTALS	**383**	**225 (58.7%)**	**157 (41%)**

Examination of the self employment data further indicates that (70.6%) of those who worked 1880 or more hours in self employment did not receive support from either HRE or HCS during the fiscal year 2000-2001.

As presented in Table 15, delivery costs associated with the supported employment program totaled $4,998,234. This includes all funding received from HRDC (LMDA) and HRE (co-worker funding), and known wage subsidy costs.

Total HRE expenditures for the 461 clients in the 2000-2001 fiscal year were $724,170. Anticipated HRE costs in the absence of the program were $1,675,127 for an estimated net savings to taxpayers of $950,957. Health and Community Services received by the clients totaled $2,046,893. It was anticipated that $2,515,693 would have been spent in the absence of the program, for a reduced expenditure by HCS of approximately $468,800.

Costs of supporting clients in alternate programs in the absence of supported employment were estimated to be $1,765,023. The two primary alternative forms of programming that were utilized to develop this alternative cost were participation in a training centre (existing in the St. John's area) and usage of home supports. The selection of these two models of alternate support were based

on prevailing practices within the province. In assigning levels of support required in the absence of employment, particularly with respect to increased usage of home supports, it is felt that this assigned cost represents a very conservative estimate of actual costs which would be incurred if such indeed had to be applied. Other possible scenarios that could have been projected include per diems of previous day programs (no longer in existence as a result of the development of supported employment), sheltered workshops, etc. These were discounted as being not relevant to the present provincial context. It is noted, however, that if these other options had been chosen, the prevailing per diem would have been significantly higher.

Total salaries earned by persons in positions created through the supported employment initiative were $4,589,900 (corporation staff - $1,300,000; co-workers - $3,009,000; and self employment - $280,900) with a projected tax return of $1,555,976. Total salaries earned by persons in positions that were *anticipated* to be created in the absence of the program were estimated to be $1,323,767 (75% of anticipated costs of alternative programs), with a projected tax return of $448,757. Thus, the net estimated total taxes paid by incremental positions was $1,107,219.

As can be seen from Table 15 the net cost to government/taxpayers of delivery of the provincial supported employment program is approximately $706,235. This net expenditure level is derived after a full consideration of the other benefits accrued as a result of the initial government investment of approximately $5.0M. This adjusted expenditure level yields an annual per client investment of approximately $1532, based on the number of clients who were actually supported by employment corporations to find/maintain employment during the fiscal year 2000 - 2001.

Table 15: Summary of Financial Impacts on Government/Taxpayers (2000-2001)

Program Expenditures/Savings	Amounts
Operational Budgets (HRDC)	1,889,400.00
Co-worker Budgets (HRE)	3,009,376.00
Wage Subsidies (HRE)	99,458.00
Total Expenditures	**4,998,234.00**
Savings to taxpayers	
Savings to HRE	950,957.00
Savings to HCS	468,800.00
Estimated Alternative Program Savings	1,765,023.00
Estimated total taxes paid	1,107,219.00
Total Savings	**4,291,999.00**
Net Program Expenditure	**$706,235.00**

8.0 Key Findings, Discussion and Recommendations

8.1 Key Findings and Discussion

Chapters 3 - 7 of this report presented detailed descriptions of the various findings arising from the investigation of the research issues associated with this evaluation. In the following section a synthesis and summary of the key findings is presented along with a brief discussion of the implications of some of the more significant findings.

8.1.1 Objectives of the Model

Findings

1. During the formative years of the Supported Employment model in Canada, the province was viewed as a leader in program design and delivery.
2. The initiative was originally designed for and directed toward individuals who were leaving institutions and who, for the most part, were more likely to require extensive and ongoing support. In recent years, there has been a movement away from serving persons who require this level of support.
3. Current policy statements make no reference to type or extent of disability in describing clients of the initiative.
4. In comparing the original objectives of the program to those of today it is apparent that, although much change has occurred within the context of the supported employment initiative, the basic tenets of the program area and underlying philosophy have remained constant.
5. All corporations demonstrate a general understanding of and adherence to the current objectives and principles of the supported employment initiative.
6. Corporations have established partnerships with and are involved in the community economic development activities of the communities in which they are located.

Chapter 3 of this report provided a brief introduction to and overview of the supported employment model from both an international and provincial context. Data affirmed that even after 15 years of application, the program has remained for

the most part true to its original objectives and philosophies. Indeed, current program objectives (particularly as imbedded in policy) are not dissimilar to those introduced and adopted at program inception. Two conclusions arise from this finding. First, this underscores the applicability and coherence of the overall framework model and gives support to the strength of its original vision. Second, the stakeholders in this initiative have demonstrated a capacity to remain committed to the original intents of the model. During the past 15 years, actual practice has evolved to better support and actualize the stated model objectives. The foremost example of this being the elimination of the use of "training placements" and the current reliance on the use of paid employment.

An issue brought forward by many key informants throughout this evaluation, was the perception (if not the reality) that there has been a movement away from serving persons with developmental disabilities who require the greatest levels of support. While current policy does not specifically identify "persons with the most severe developmental disabilities" as being a primary target group for this initiative, the literature clearly indicates that the original intent was to support this group. Historically, in this province, the initiative was originally designed for and directed toward individuals who were leaving institutions and who were more likely to require extensive and ongoing support. It may be necessary to include in all future policy documents and in contracts with corporations specific language indicating that persons who require extensive and ongoing support (and who would traditionally be labelled as having "moderate to severe" developmental disabilities) are a primary target group for this initiative.

During the course of this evaluation no one reason emerged as the explanation for the apparent drift away from supporting persons with extensive support needs. Departmental and corporation documents and policies reviewed did not reveal systemic barriers to serving people with extensive needs nor was there any evidence gathered that indicated corporations were specifically not serving these persons. Rather it appears that a combination of a number of different factors including fewer referrals from HCS, prevailing economic conditions, employer attitudes, staff resources of corporations, and increased attention to achieving

annual job targets have all contributed to the move away from serving persons who have the greatest support needs.

In some areas, it seems that the Supported Employment model is being applied against a far broader range of people than originally intended. Employment corporations were not initially envisioned, nor should they be considered today, to be appropriate agencies to deliver all employment services to all people with disabilities, or even to all persons with developmental disabilities. There are many individuals with disabilities who can and should be served by HRDC, HRE and/or other community based employment support agencies. However, this evaluation revealed that, in some areas, other agencies have devolved their responsibilities to persons with any disabilities by pointing them in the direction of employment corporations. This is not appropriate. In effect, it represents a move to create a separate, parallel system of service for persons with disabilities.

Employment corporations have been shown to be an effective mechanism by which persons with developmental disabilities can obtain and maintain employment. They are not, however, the only mechanism by which to achieve such outcomes. Employment Corporations operating within the supported employment model should be viewed as an appropriate and effective service for people who require extensive and ongoing support in order to obtain or maintain employment. This does not necessarily mean everyone who has a developmental disability. HRDC, HRE, and other community based employment support organizations must continue to be challenged, and to challenge themselves, to ensure that their staff are trained and their programs are inclusive such that persons with disabilities may have access to the same array of supports and services that are available to all other persons in the province. If such were to occur, employment corporations could then assume and maintain an appropriate position within this continuum of employment supports and services.

The literature also confirms that the supported employment model has applicability and utility to persons with disabilities other than developmental. Many key informants, particularly in areas where the program is currently

restricted to people with developmental disabilities, indicated that the program could be expanded to include people with other kinds of disabilities. However, most also clearly stated that this expansion should be limited to those who require extensive support to gain and maintain employment. Caution would also have to be exercised to ensure that persons requiring the greatest amount of support, and for whom it is perhaps more difficult to acquire and maintain employment, do not become a lesser priority. In particular full attention must be given to ensuring that efforts toward the acquisition and maintenance of employment for persons with developmental disabilities do not diminish in a program that has an expanded client group.

8.1.2 The Partnership

Findings

1. There is a clear understanding and delineation of the respective roles of each of the individual partners. The primary role of HRDC is to provide administrative funding; HRE's primary role is provision of co-worker funding; and the Corporation's role is to deliver the service.
2. The partnership between government and the third sector has remained strong and interactive. The recent entry of HRDC (via LMDA funding) has strengthened and expanded the partnership and resulted in enhancements, particularly in the area of financial accountability.
3. The Supported Employment model and associated delivery practices are compatible to and consistent with the mandates and missions of HRDC, HRE, and associated funding mechanisms such as LMDA (EAS) and EAPD
4. Employment Corporations have created and maintained strong and positive linkages with a variety of community organizations, particularly in the employer sector.

5. There is a need for training and professional development that would enable a more consistent knowledge base among Board members, corporation staff, co-workers and government officials regarding the philosophy, intent, and best practices within supported employment.
6. At present there is no mechanism or funding to enable gathering or dissemination of information regarding the model or associated practices.
7. Current communication mechanisms are adequate across the partners but enhancements are required.
8. Partnerships within the Supported Employment Model should be expanded to include the Departments of Health and Community Services and Education.
9. There has been an acknowledged decrease in provincial leadership and demonstrated vision within the program area during recent years.

Data gathered during the course of this evaluation confirmed that each of the primary partners is fulfilling a valued and essential role in program implementation and there was no real evidence of duplication or overlap. However, in order to ensure coherent design and delivery of the supported employment initiative, it is clear that the partnership must also be extended to include the Department of Education and HCS. The Department of Education is a noticeably absent partner despite the fact that the majority of clients served were referred while they were in high school or upon graduation. A pattern of early referral is a positive finding but it also underscores the necessity for greater collaboration between school officials and corporation staff so that discussions regarding potential employment options may begin prior to actual school leaving. A greater inclusion of officials from the Department of Health and Community Services is required to ensure that the supported employment model adequately serves persons with developmental disabilities who are clients of that department and that appropriate linkages can be made to ensure clients realize full benefit from the supported employment program. The inclusion of all these partners would ensure appropriate transition planning and continuity of service for the persons served.

While the current level of communication between partners is adequate to ensuring delivery of the program, communication among the partners appeared to be individual rather than collective. Each partner relates well to the other partners on an individual basis (ie. Corporation with HRDC or HRE with HRDC) but there are few examples of all partners engaging together collectively. At present, no forums exist either at a provincial or regional/district level at which all partners meet to discuss the overall objectives and direction of the supported employment initiative. Much of the communication that does occur is at a staff level and the Boards of the Corporations are not included in needed program discussions.

One of the major concerns identified within this evaluation was the limited attention (and associated funding) given to the area of professional development for staff (both corporation and government) and volunteer Board members. If the supported employment initiative is to remain innovative and current, it is critical that all partners understand not only "what" service is being delivered but also understand "why" the service is being delivered.

8.1.3 Delivery and Implementation

Findings

1. The majority of employment corporations serve only people with developmental disabilities.
2. The majority of clients (56.2%) were at home with no day time activities at time of referral and were still school aged (47%).
3. Similar intake and planning processes exist across all corporations.
4. Adequate monitoring of and support to job placements of clients is occurring via the use of a combination of on-site visits and co-worker support.
5. Of the 461 clients employed, 320 (69.4%) had full time co-worker support while 98 (21.3%) had no co-worker support. Of the 99 clients interviewed 25% indicated they had too much co-worker support.
6. Different models of co-worker support are currently being used in a limited way by some corporations.

7. There are factors present, beyond the level of individual disability, that both create and maintain the need for co-worker support.
8. The current model does not utilize natural supports on the job site (as an alternative to formal co-worker support) to the extent that is both possible and indicated. Some clients were being over-supported or inappropriately supported in their current employment situations.
9. Corporations are providing a range of supports to enable clients to successfully engage in self employment initiatives.
10. Current practice and delivery methods employed by the corporations and their staff fall within the acceptable policy and model parameters of the supported employment initiative and have led to positive employment outcomes for clients.
11. The current system relies heavily on the use of paper reporting, requires considerable time and effort on the part of corporation staff and has not resulted in the development of an adequate, accurate and readily accessible data base at either the corporation or government levels with respect to the supported employment program, the clients served, and/or associated client and program outcomes.
12. The general impression that exists across all partners is that financial monitoring practices employed by HRDC staff are too restrictive and excessively time consuming and that HRE district and regional staff are not involved to the extent they should be in financial monitoring procedures.
13. There are several areas of the province that are currently not being served and from which there have been requests for service. These include: Burgeo, South Coast, Northern Peninsula, Coastal Labrador and the Twillingate/New World Island, Avondale, and Ferryland areas.

While there are examples of differences in practice across the corporations, it was noted that, in general, similar and appropriate practices are being implemented across the province. In addition, this evaluation identified several positive features (e.g. usage of natural supports on the job, streamlined intake and client tracking, etc.) within select corporations that represent an enhancement to the currently

accepted and more generally applied practice methods. There is, however, no formal capacity for the corporations within this province to share such information regarding practices that they have found to be particularly effective. In addition, there is no ability to collect or share information regarding best practices that may have been developed in other jurisdictions.

Use of co-workers is an effective and appropriate strategy for supporting people who require extensive support on the job in order to attain and maintain employment. This is apparent both from the literature reviewed and the client outcomes confirmed during this evaluation. However, a significant finding of this evaluation was the belief, on the part of many key informants, that some clients were being over-supported or inappropriately supported in their employment situations. At present in excess of 70% of all clients within the initiative receive full time co-worker support with little evidence of such supports being faded with any degree of consistency or priority. This level of support appears to be excessive when considered in light of the degree of disability of the individual(s) served. While this evaluation did not allow for evaluation of co-worker usage of specific corporations or in individual placements, commentary from key informants suggests that further examination of this issue is certainly warranted. There must be some capacity for the partners to discuss and explore this issue to determine if, in fact, improvements can be made in this area.

Despite the fact that many key informants indicated a belief that some clients were being over-supported, there was widespread understanding of the fact that for some clients, it is reasonable to expect that co-worker support will be necessary for the duration of their work life. Indeed this is an essential and fundamental assumption, and design feature, of the supported employment model. Therefore, addressing this issue must occur in a context of understanding that such discussions will not result in the reduction or elimination of ongoing support for those clients who truly require it.

It is obvious that there are factors present beyond the level of individual disability that both create and maintain the need for co-worker support. It is these factors

that must be addressed and resolved if the model is to move away from an apparent over-reliance on the traditional "one co-worker for every person placed" model. There will need to be considerable time and effort spent on further educating employers on the intent of the program particularly as related to the ultimate fading of associated supports, where possible. Alternate methods must be found to provide employers with an adequate degree of comfort in hiring persons with developmental disabilities in the absence of formal co-worker support.

Evidence was also gathered during the course of this evaluation to support the conclusion that the current model does not utilize natural supports on the job site (as an alternative to paid co-worker support) to the extent that is both possible and indicated. One of the more recent innovative features of the supported employment model (as reported by West, Wehman, Revell and Kregel, 1997) has been the increased usage of natural supports to support individuals in job placements. The provincial model has not kept pace with these advances and should now place additional emphasis, not on the reduction of supports to clients, but rather and more appropriately, on the identification of other methods of providing on the job support. There were isolated examples of this concept being pursued by some individual corporations but such must be more overtly supported at a policy level and applied with more consistency across all corporations.

It is possible that one barrier to discussions of this nature has been the fear, on the part of some, that an underlying rationale for such discussions is the reluctance or lack of commitment to support persons who require extensive and on-going support. Discussions and explorations of strategies to reduce co-worker support, if possible, should occur in the context of discussions regarding best practices in supported employment, and not as a method of reducing overall program costs.

This evaluation revealed that development of self employment initiatives was a valid and useful approach for this client group. It resulted in increased income and decreased reliance on income support. This indicates significant support for the continued use and possible need to expand this option of supporting people in employment. The literature also reinforces the fact that the use of self employment

is an appropriate and effective strategy for persons with "severe developmental" disabilities. However, discussions with corporations revealed that there are some instances where clients in self employment are not earning any money through their endeavors, in spite of the fact that they may have been engaged in the activities for many months with full time co-worker support. While it must be recognized that entrepreneurial activities often require a period of establishment before they are financially viable, no discussions within the supported employment model have taken place to determine what a reasonable length of time for establishing a viable business might be. In the absence of these discussions, there is a risk that some clients might be supported indefinitely in activities that are not likely to lead to their ability to reduce reliance on income support.

Significant effort by corporation staff is currently expended in assisting clients to develop and maintain their own businesses, and to date this has proven to be a successful strategy. In particular it appears to be an employment option often chosen by individuals with extensive support needs. However, staff and boards of corporations are uncertain that they have the necessary expertise and/or staffing capacity to expand their efforts with respect to self employment.

In some instances, clients have been successfully linked with other community economic development agencies and thus are able to avail of generic supports in the community. Where this occurred, corporations played a valued and essential role in facilitating linkages and ensuring that the receiving agencies understood how their support could be utilized by the client. This practice, of utilizing generic employment agencies seems highly consistent with the overall objectives of the supported employment model, and presents as the most appropriate method by which to respond to increased client demand for self employment.

Even with increased usage of generic agencies, corporations may have to continue their involvement with clients even after such linkages have been created in order that they may provide other supports that may be required by the client (e.g. monitoring and/or provision of co-worker support). However linkages with

generic community based organizations whose expertise is within the self employment sector would result in several benefits including: reducing the time required by corporation staff to develop and oversee the management of small businesses, access to agencies that have greater expertise with small business development, and creation of greater awareness and capacity for community agencies to respond to the needs of persons with developmental disabilities.

During this evaluation it was noted that HRE will be introducing a computerized system (SWIFT) of reporting that hopefully will simplify and expedite the process of capturing and analyzing data. With the introduction of this new system it is important that increased attention be given to the appropriate and consistent use of reporting mechanisms by corporation staff. In addition to the outcomes achieved by employed clients, future tracking should also give consideration to better quantifying the type of service and time expended with respect to the initial employment planning on behalf of clients, particularly those individuals who constitute corporation "wait lists". At present little information is available regarding this client group and, as indicated previously in this report, efforts directed toward this group were not considered in the overall evaluation of the initiative.

With respect to financial monitoring, given that the new funding arrangement (i.e. LMDA) has been in place for several years, it may now be timely to review all procedures in detail. Any revisions introduced to financial accountability procedures must give full attention to ensuring that corporation Boards exercise due decision making as to overall program management and budget control. Furthermore, it is essential that financial monitoring requirements do not significantly impinge on time available for program staff to dedicate to the actual client related activities.

8.1.4 Client Outcomes

Findings

1. The supported employment initiative assisted 461 clients to obtain/maintain employment during the fiscal year 2000 - 2001. Of clients served, 295 (64%) were male, 166 (36%) were female, with the average age being 30.3 years (range of 15 - 62 years).
2. The majority of clients (93.7%) had a developmental disability as the primary disability.
3. Only 5.3% of clients had employment earnings in the month prior to referral.
4. The 461 clients held a total of 538 jobs during the fiscal year 2000 - 2001 within three broad types of employment: Paid employment (456), self employment (52), and commission sales (30).
5. The majority of clients held one job during 2000 - 2001, with most jobs (66.3%) being in the Sales and Service sector.
6. Clients of the supported employment program generated in excess of $2.5M in total earned income during 2000 - 2001. The average annual salary earned was $5,727.
7. 94% of clients interviewed indicated high levels of satisfaction with their jobs.
8. Wage subsidies were utilized by employers for 73 of the 461 clients employed during the fiscal year 2000 - 2001.
9. Three (3) employment corporations own and operate small businesses, and employed clients (approximately 14) in these businesses.

As noted in section 6.2.2 of this report several of the employment corporations also operate small businesses that employ their clients. There are several issues that need to be considered relative to the concept of corporation owned businesses. First, no evidence was found that any administrative and/or co-worker funding was being used to pay wages of clients employed in these businesses. This is an important point in that any such usage would be contrary to the intent of both HRE and HRDC funding. However, it is acknowledged that some portion of

corporation staff time is dedicated to overseeing and managing these businesses. Discussion with HRDC officials indicated that this practice may be contrary to the intent and spirit of the LMDA funding. Secondly, and regardless of whether current practice is incompatible with funding parameters, the literature on supported employment cautions against employment agencies actually becoming the employer. Lutfiyya, Rogers and Shoultz (1988) point out that this approach may reduce the likelihood of clients finding other (perhaps more integrated) employment in the community.

Approximately 15% of clients (73/461) employed during the year had their wages paid in part through a wage subsidy. In considering this fact it must be acknowledged that in most cases it is the employer, not the client, who makes application for the subsidy. It is also important to realize that these subsidies are available on behalf of a wide population of clients, not just persons with disabilities, and present as a generic employer incentive. Discussions with staff of corporations also indicated that in many communities, the use of wage subsidies is a very common practice.

Of the clients interviewed during this evaluation the majority were very satisfied with the outcomes achieved with the support of the employment corporations. Clients readily gave much credit to the efforts of corporation staff in assisting them to find and maintain employment. Indeed the majority indicated that without the assistance of the corporation they would probably not be employed. One issue that was raised by many clients related to their desire to increase their wage rates and increase hours of work. This issue of career advancement is an area that should be given additional attention by corporation staff in their ongoing planning activities with clients.

8.1.5 Benefits and Costs

Findings

1. Employment generated through the supported employment model resulted in reduced annual expenditures for both HRE and HCS.

2. Total unadjusted delivery cost for the supported employment initiative during 2000 - 2001 was $4, 998,234
3. The supported employment initiative within Newfoundland and Labrador had a net expenditure level of approximately $706,235 in the 2000-2001 fiscal year yielding a net annual per client cost of approximately $1532.
4. There were in excess of 650 people (clients, program staff and co-workers) whose employment was connected to the initiative throughout communities across the province.
5. The supported employment program had positive impact and effect across a wide range of stakeholders, including families, employers, corporation staff, government and the wider community.
6. The supported employment initiative is beneficial to consumers in that, on average, they are earning more income from working (approximately $1,735) than they would be receiving if they remained entirely dependent upon income support.
7. The supported employment model, as delivered by Employment Corporations, was shown to be an effective mechanism by which persons with developmental disabilities could obtain and maintain employment in the community.

The financial analysis conducted during this evaluation indicates the initiative is an effective method of enhancing the employment potential (and actual earned income) of persons with developmental disabilities and also underscores the significant economic impact the initiative has on the provincial economy. The initiative not only assisted persons with disabilities obtain and maintain employment but also created employment for program staff and co-workers. The employment connected to this initiative was acknowledged to be a significant component to the overall economic activities of many communities across the province. Although the initiative had a net expenditure level of approximately $700,000 in the fiscal year 2000 - 2001, the benefits accrued across stakeholders appear to warrant the modest cost associated with program delivery.

The noted positive impact and effect across a wide range of stakeholders reinforces the realization that results of such of an intervention are not simply focused exclusively on the direct, nor are they only financial in nature. Employment leads to increased social contacts and friendships, to greater inclusion within the community, to greater social acceptance, to reduced financial pressure on the supporting family, and to enhanced stability of residential placements. All these factors, and their implicit implications, have effect for the overall quality and cost of the larger disability framework within the provincial context.

From a quality of life perspective, it must be realized that in the absence of this program, the majority of clients would be sitting home with little or nothing to do and not being supported to realize their full potential as contributing citizens in our community. This present evaluation has certainly confirmed the positive impacts (from a quality of life dimension) of the intervention (and the associated employment) for persons with developmental disabilities. Clients gave a disturbing commentary on the starkness of their lives in the absence of employment, one mostly defined as boredom and non-productive activity. Employment gave people hope, a sense of inclusion and pride in their abilities and value to the greater community. For many individuals these jobs have been truly life altering.

8.2 Recommendations

Despite the fact that several instances of exemplary practice continue to be found within the province, the general consensus among the majority of stakeholders is that the implementation of the model, as a provincial initiative, has stagnated. There is little evidence of strong provincial leadership or innovative practice being encouraged throughout the province. Many informants suggested that the initiative has lost direction and focus and that there is a real need for a mechanism to re-stimulate the "cutting edge" potential in the province. This conclusion is particularly applicable given the history of the program in this province and its former leadership within Canada. As the initiative has expanded and grown, begun to serve more clients, and become an acknowledged part of community economic development and the government framework, it appears the

capacity, and perhaps the inclination, to discuss/debate new and innovative approaches to service delivery has diminished. For the most part, the researchers found that the "program" was being delivered in very traditional, and perhaps now dated, ways. Little evidence was found of new and innovative practices being explored and applied.

Departmental restructuring, inclusion of new partners, involvement of many stakeholders (at different levels) who have limited history with the community living movement, and the reduced role played by NLACL have all contributed to the stagnation of this initiative. Although the numbers of people involved in the implementation of this initiative has expanded greatly in recent years, very little effort has been made to educate, inform, and challenge these stakeholders so that the model remains innovative and exemplary. To ensure that the initiative re-establishes itself as "cutting edge", it is vital that a mechanism for bringing key stakeholders together be created.

Recommendation 1: A Provincial Advisory Committee on Supported Employment must be established to oversee the development and enhancement of the model in this province.

The Committee should include, but not be limited to, representation from the Corporations, HRE, HRDC, HCS, the Employer's Council, the Newfoundland and Labrador Association for Community Living and other relevant partners (e.g. People First).

As an advocacy group supporting the rights of persons with developmental disabilities and as an organization that was, in many ways, instrumental in establishing the supported employment initiative in the province, NLACL can offer a unique perspective on the policies and issues that need to be addressed by those who are closer to the day-to-day implementation of the program. NLACL should be supported to take a lead role in establishing and ensuring the effectiveness of this committee, and ensuring that the supported employment initiative remains responsive to the needs of persons with developmental disabilities.

The Committee, once established, should meet quarterly and share copies of reports with all bodies represented on the committee. The Committee could take responsibility for clarifying objectives and goals of the Supported Employment Model; identifying needs and ensuring the implementation of training, especially with respect to best practices; and assist with the overall leadership and direction for the program.

It is anticipated that, if created, the Provincial Advisory Committee will be a suitable and effective mechanism for facilitating communication among all partners at the provincial level. It is further anticipated that this committee would be an appropriate group to discuss/suggest mechanisms for enhancing communication among the partners at the regional/district levels.

Many key findings have emerged during this evaluation and have been articulated and discussed in this report. While this report has offered several suggestions as to possible next steps, it is not felt appropriate to identify or put forward an extensive list of recommendations. It is suggested that the recommended Provincial Advisory Committee be considered as the appropriate body to consider the issues raised and to develop specific strategies to address these issues.

9.0 Conclusion

For many people with developmental disabilities, paid employment, whether it be full or part time, is a key to independence and full participation in their communities. People want to work, for social as much as economic reasons. Active participation in the work force enables persons with disabilities to demonstrate their competencies and interact with non disabled people in regular settings. Persons with disabilities have stated a preference for (paid) work over other training options. Employment is one of the primary building blocks to achieving full citizenship (In Unison, 2000).

This evaluation has revealed that the supported employment initiative in Newfoundland and Labrador acts as an effective mechanism to assist persons with developmental disabilities acquire and maintain employment. It presents as a necessary and important component to an overall employment and career services strategy for persons with developmental disabilities within the province. The initiative was also confirmed to be operating within the global objectives as articulated within the supported employment framework and model.

The supported employment model and its associated delivery mechanism has become entrenched in the fabric of many communities of the province and maintains a high level of visibility and profile within the local community development activities of these communities. The initiative was found to be a very positive example of appropriate engagement of the 3rd sector in the delivery of needed services, in partnership with both federal and provincial government departments.

From a financial perspective the initiative yielded a modest per client delivery cost with significant economic and social benefits. The initiative not only produced real paid employment for persons with developmental disabilities but also created secondary employment through creation of needed program and delivery staff. In addition, the model in this province has demonstrated considerable success in using an entrepreneurial approach (small business development) in the area of employment of persons with developmental disabilities, with persons with developmental disabilities now being cast in the very image enhancing role of employers.

Finally, and most importantly, the initiative has enabled many individuals with developmental disabilities who, without initial and ongoing support, would be unable to acquire or maintain employment, to enter and remain in the regular work force. Many individuals who otherwise would be passive clients of public funds have become taxpayers. People recounted how employment had increased their level of independence, self esteem, and self worth. Participation in the workforce of persons with developmental disabilities has resulted in much positive individual growth, and equally importantly has also resulted in community growth with respect to acceptance of diversity and greater community inclusion.

Newfoundland and Labrador, as much as any province in the country, has been able to develop a framework that supports and promotes the full inclusion of persons with developmental disabilities in the mainstream of community. The supported employment initiative was found to be a significant element to this capacity. The challenge remains however for the program area to remain cognizant of the changing needs of its client group and ensure that supports and services are delivered in ways that continue to be respectful and mindful of individual needs. The challenge is to remain innovative and exemplary.

10.0 References

Albin, J. M. (1992). Quality improvement in employment and other human services: Managing for quality through change. Baltimore: Paul H. Brookes Publishing Co.

Bellamy, T., Peterson, L., & Close, D. (1975). Habilitation of the severely and profoundly retarded: Illustrations of competence. Education and Training of the Mentally Retarded, 10(3) 174-186.

Brown, L. (1973). Instructional programs for trainable-level retarded students. In L. Mann & L. Sabatino (Eds.), The first review of special education (Vol. 2, pp. 84-96). Philadelphia: Journal of Special Education Press.

Fawcett, Gail. (1996). Living with Disability in Canada: An Economic Portrait. Office of Disability Issues, Human Resources Development Canada.

Federal Register. (1984, September 25). Developmental Disabilities Act of 1984. Report 98-1074, Section 102 (11) (F).

Gold, M.. (1972). Stimulus factors in skill training of the retarded on a complex assembly task: Acquisition, transfer, and retention. American Journal of Mental Deficiency, 76(5) 517-526.

Lutfiyya, Z. M., Rogan, P., & Shoultz, B. (1988). Supported employment: A conceptual overview. Syracuse, NY: Center on Human Policy.

The Supported Employment Working Group (February 17, 1998). Supported Employment Position Paper. Completed as part of the follow up to the *Assessment of Vocational Training and Employment Services for Individuals with Developmental Disabilities in the Greater St. John's Area.*

Wehman, P. (1981). Competitive employment: New horizons for severely disabled individuals. Baltimore: Paul H. Brookes Publishing Co.

Appendices

Appendix A

Employment Corporations

LABRADOR:

Labrador West Employment Corporation (Wabush)

Lake Melville Community Employment Corporation (Happy Valley)

WESTERN:

Bay St. George Community Employment Corporation (Stephenville)

Humber Valley Community Employment Corporation (Corner Brook)

Port aux Basques Employment Corporation

SEDLER Community Employment Corporation (Deer Lake)

CENTRAL:

Bridges Employment Corporation (Fortune)

Burin/Marystown Community Training and Employment

Exploits Community Employment Corporation (Grand Falls-Windsor)

Gambo and Area Employment Corporation

Three (L) Training and Employment Board Inc. (St. Lawrence)

Ability Employment Corporation (Shoal Harbour)

AVALON:

Trinity Conception Community Employment (Carbonear)

Vera Perlin Society (St. John's)

Visions Employment (Mt. Pearl)

Avalon Employment Corporation (St. John's)

Genesis Employment Corporation (Placentia)

Appendix B

Protocols for guiding interviews and focus group sessions

Clients

1. Tell me a little about your job (prompt: Where are you working? What do you do?).

2. Do you like your job (prompt: why or why not?)?

3. Do you feel you are welcomed and supported by your employer and co-workers at your worksite? Give examples.

4. If you weren't working, what would you be doing during the day?

5. How did you get this job?

6. Did the employment corporation help you to find this job? If so, how.

7. How, if at all, does the employment corporation help you keep this job?

8. Do you have co-worker support? Would you say it is too little, too much, or just enough to meet your needs on the job? Has your co-worker support increased or decreased since you began this job?

9. If you have problems with your job, or on the job, who helps you? Give examples.

10. How has going to work affected your life? How has it affected your family's life? (Prompt: both positives and negatives)

11. Are there ways that the employment corporation could better support you (Prompt: either in your current job or to get another job)?

Manager/Employment Coordinator, Corporations

1. What do you believe are the primary objectives of the Supported Employment Program?

2. Do you feel that these objectives are both understood and supported by HRDC? HRE? and the Employment Corporations? Why, Why not?

3. Since its inception, how, if at all, has the Supported Employment Program changed? What have been the impacts of these changes?

4. Describe the roles of the three primary partners, HRE - HRDC - Corporations, in carrying out the Supported Employment Program. Is there duplication and/or overlap in the roles of these partners?

5. Does the current delivery and administration of the program result in the fulfilment of the mandate and objectives of the supported employment model? Are there changes that could be made to enhance the delivery and administration?

6. Do you feel that the supported employment model is fully utilizing other available government/community resources or organizations? What other resources or organizations need to be involved to ensure maximum outcomes?

7. What communication and coordination mechanisms now exist between the partners? Are there ways to enhance communication and coordination between the partners?

8. How do you monitor and report on the use of funds received from HRE and HRDC? What, if any, improvements could be made to the monitoring of these funds?

9. Is the employment corporation able to meet the employment needs of clients in the geographic area you serve? Is there a demand for access to supported employment services in areas not served by the corporation? What changes, if any, need to occur to enable the Corporation to serve additional clients? What plans or actions, if any, have been made to address the demand to serve additional clients?

10. Who do you feel benefits from the supported employment program? What are the benefits (Prompt: both direct and indirect)?

Placement Officer(s) (or Manager/Employment Coordinator if no Placement Officer), Corporations

11. Please describe the typical intake procedure for new clients?

12. How are individual plans, including goals and objectives, developed and monitored for clients?

13. How are levels of support monitored to ensure that they are appropriate to the changing needs of individuals?

14. How are client outcomes monitored and tracked? What, if any, improvements could be made to the tracking mechanisms?

15. Under what criteria do clients no longer receive supports and services from the employment corporation? What program exit procedures, if any, are carried out? What follow-up procedures, if any, exist for previous clients?

16. Who do you feel benefits from the supported employment program? What are the benefits (Prompt: both direct and indirect)?

HRDC Regional Office Staff

1. What do you believe are the primary objectives of Employment Corporations. Of HREs Supported Employment Program?

2. To the best of your ability, do you feel that these objectives are both understood and supported by HRDC? HRE? and the Employment Corporations? Why, Why not?

3. Are these current objectives of the Employment Corporations compatible to the mandate of your Department?

4. Since its inception, how, if at all, has the Supported Employment Program changed to the best of your knowledge? To the best of your knowledge what have been the impacts (impact on whom) of these changes?

5. Describe the roles of the three primary partners, HRE - HRDC - Corporations, in relation to the Supported Employment Program. Is there duplication and/or overlap in the roles of these partners?

6. In your opinion does the current delivery and administration of the program result in the fulfilment of the mandate and objectives of the Supported Employment model? Are there changes that could be made to enhance the delivery and administration?

7. In your opinion do you feel that the supported employment model is fully utilizing other available government/community resources or organizations? What other resources or organizations need to be involved to ensure maximum outcomes?

8. What communication and coordination mechanisms now exist between the partners? Are there ways to enhance communication and coordination between the partners?

9. How is your Department involved in the monitoring of funds provided to the employment corporations? What, if any, improvements could be made to the monitoring of funds provided?

10. Who do you feel benefits from the supported employment program? What are the benefits (Prompt: both direct and indirect)?

HRDC Field Staff

1. What do you believe are the primary objectives Employment Corporations that you are engaged within your region. Are you aware of the objectives of the HREs Supported Employment Program offered by the employment corporation?

2. Do you feel that the Employment Corporations objectives are both understood and supported by HRDC? Employment Corporations? Why, Why not?

3. Are these current objectives compatible to the mandate of your Department?

4. What communication and coordination mechanisms now exist between the partners? Are there ways to enhance communication and coordination between the partners?

5. Are there changes that could be made to enhance the relationship with the employment corporations and administration of the contractual relationships?

6. How is your Department involved in the monitoring of funds provided to the employment corporations? What, if any, improvements could be made to the monitoring of funds provided?

7 Are the employment corporations fully utilizing other available government/community resources or organizations? What other resources or organizations need to be involved to ensure maximum outcomes?

8. Are the employment corporations to the best of your knowledge able to meet the employment needs of clients in the geographic areas they serve? Is there a demand for access to supported employment services in areas not served by the corporation(s) in your region/district? What changes, if any, need to occur to enable the Corporations to serve additional clients? What plans or actions, if any, have been made to address the demands to serve additional clients?

9. Who do you feel benefits from the employment corporation operating in your geographic area? What are the benefits (Prompt: both direct and indirect)?

Employers

1. How did you first become aware of the Employment Corporation?

2. 2.How was the person who is (was) working with you selected for their job? Do you feel that the job is suited to their individual preferences and strengths?

3. What are the payroll arrangements for this employee? (Prompts: Is 100% of the person's salary paid by your company? Were you offered any wage subsidies to hire this person? How does this persons salary compare with other employees? Has salary increased or decreased overtime? Does the persons get the same benefits as other employees)

4. Do you feel that the staff of the employment corporation have the qualifications/experience relevant to the clients they serve and the services they provide?

5. Is the corporation able to respond to the needs of their client (and your employee) in a timely fashion? Prompt for examples.

6. Are you satisfied with the level of support that you receive from the Employment Corporation? Why? Why not?

7. Do you feel that the program assists clients, where possible, to move toward greater independence in employment? How so?

8. Are levels of support provided monitored to ensure that they are appropriate to the changing needs of individuals? (Probe: Have supports been reduced or increased, where appropriate, for clients whose needs have changed)?

9. Would you comment on the extent to which you believe this employee has integrated into your worksite.

10. Who do you feel benefits from the Supported Employment Program? What benefits (direct and indirect) do each of these derive from the program?

11. Do you feel that the supported employment model is an appropriate and effective model to assist people with disabilities to enter and remain in the workforce? Why or why not.

12. Are there ways that you feel the supported employment model could be enhanced?

Health and Community Services (HCS) staff

1. What do you believe are the primary objectives of the Supported Employment Program?

2. Does the current delivery and administration of the supported employment program enable your clients with disabilities to meet their employment goals? Why or why not?

3. How, if at all, are you involved in the development of individual employment plans for your clients with disabilities ?

4. Are the corporations able to respond to the employment needs of your clients in a timely fashion? Give examples.

5. Do you feel that the program assists clients to move toward greater independence in employment/self-employment? Why, Why not?

6. Do you feel that the supported employment model is fully utilizing other available government/community resources or organizations? If not, what other resources or organizations need to be involved to ensure maximum outcomes?

7. Is there a demand for access to supported employment services in areas not served by the corporation(s) in your region/district? What changes, if any, need to occur to enable the Corporations to serve additional clients?

8. Who do you feel benefits from the supported employment program? What are the benefits for each (Prompt: both direct and indirect)?

9. What improvements would you suggest to the current model and delivery of the supported employment program? (Prompt: Gaps/overlaps)

Other Stakeholders

1 What do you believe are the primary objectives of the Supported Employment Program?

2. Do you feel that these objectives are both understood and supported by HRDC? HRE? and the Employment Corporations? Why, Why not?

3. (For HRE and HRDC informants only) Are the current objectives compatible to the mandate of your Department ?

4. Since its inception, how, if at all, has the Supported Employment Program changed? What have been the impacts of these changes?

5. Describe the roles of the three primary partners, HRE - HRDC - Corporations, in carrying out the Supported Employment Program. Is there duplication and/or overlap in the roles of these partners?

6. (For HRE and HRDC informants only) What communication and coordination mechanisms now exist at the provincial level between the partners? Are there ways to enhance communication and coordination between the partners?

7. Does the current delivery and administration of the program result in the fulfilment of the mandate and objectives of the supported employment model? Are there changes that could be made to enhance the delivery and administration?

8. Do you feel that the supported employment model is fully utilizing other available government/community resources or organizations? What other resources or organizations need to be involved to ensure maximum outcomes?

9. (For HRE and HRDC informants only) How is your Department involved in the monitoring of funds provided to the employment corporations? What, if any, improvements could be made to the monitoring of funds provided?

10. Who do you feel benefits from the supported employment program? What are the benefits (Prompt: both direct and indirect)?

Boards of Directors of Corporations

1. What are the roles and responsibilities of the Board of Directors of your employment corporation?

2. Describe the roles of the three primary partners, HRE - HRDC - Corporations, in carrying out the Supported Employment Program. Is there duplication and/or overlap in the roles of these partners?

3. Do you feel that the objectives of supported employment are both understood and supported by HRDC? HRE? and the Employment Corporations? Why, Why not?

4. How has the shift to LMDA funding impacted on your organization and the clients you serve?

5. Does the current delivery and administration of the program result in the fulfilment of the mandate and objectives of the supported employment model? Are there changes that could be made to enhance the delivery and administration?

6. Do you feel that the supported employment model is fully utilizing other available government/community resources or organizations? What other resources or organizations need to be involved to ensure maximum outcomes?

7. What communication and coordination mechanisms now exist between the partners? Are there ways to enhance communication and coordination between the partners?

8. How are funds provided to the corporation monitored? What, if any, improvements could be made to the monitoring of funds provided?

9. Is the employment corporation able to meet the employment needs of clients in this area? Have there been demands for service from clients outside the geographic area you serve? What changes, if any, need to occur to enable the Corporation to serve additional clients? What plans or actions, if any, have been made to address the demands to serve additional clients?

Co-workers

1. Do you feel that services/supports provided by the employment corporation focus on the individual needs and employment requirements of the clients?

2. How is individual progress toward identified goals measured and by whom?

3. Does the program aim to assist clients, where possible, to move toward greater independence in employment/self-employment?

4. Are supports flexible so that they respond appropriately to the changing needs of clients?

5. What training and/or supervision, if any, do you receive from the employment corporation? How could this training or supervision be enhanced?

6. Who do you feel benefits from the supported employment program? What are the benefits (Prompt: both direct and indirect)?

7. Have your clients integrated into their various worksites? Why or why not?

8. What do you see as the major strengths and weaknesses of the supported employment program?

Appendix C

Client Data Sheet

Client Data Sheet

(to be completed for each client by corporation staff)

Client name Gender: Age:
SIN #: HRE File #:
Family Status:
Married
Single
Separated/Divorced

Type of (primary) Disability:

Date of referral to the Employment Corporation:

During the month previous to referral date, did this person.....

Work?	Yes	No	Don't Know
If yes, monthly income?			
Receive Income Support benefits?	Yes	No	Don't Know
Receive WCB benefits?	Yes	No	Don't know
Receive Disability Pension?	Yes	No	Don't Know
Other income?	Yes	No	Don't Know
Amount?			

In the 12 months prior to date of referral, was this person in school? Yes No

High School?	Yes	No
College	Yes	No

How did this person spend their time?

At time of referral, during the day this person was.....

In high school
At college
In Vocational Training
Attending a Sheltered Workshop
At home

At time of referral, where did this person live?

Own home/apartment
With family
Group Home
Cooperative Apartment
Individualized Living Arrangement
Alternate Family Care
Board and Lodging (non relatives)

If this person discontinued work during 2000 - 2001, please give reasons for all jobs that ended:
Job 1
Job 2
Job 3

In obtaining employment for this person, were there any additional employer incentives used, such as?

Wage Subsidy
SWASP
Other

Appendix D

Monthly Client Data and Activity Reports

Department of Human Resources and Employment
Employment and Career Services

Supported Employment Monthly Activity Report

For the Month of: _____

Employment Agency Organization: _____

Chairperson: _____ Counsellors: _____

Telephone: _____ Fax: _____

E-Mail: _____

	EMPLOYMENT OUTCOMES		Monthly	Year to Date
	Total			
1.	Number of clients supported:			
	In paid employment	(> 25 hrs: male)		
		(> 25 hrs. female)		
		(< 25 hrs: male)		
		(< 25 hrs: female)		
	In self-employment	(> 25 hrs: male)		
		(> 25 hrs: female)		
		(< 25 hrs. male)		
		(< 25 hrs: female)		
2.	Number of clients receiving Job Trainer Support:			
	In paid employment	Full-time		
		Part-time		
	In self-employment	Full-time		
		Part-time		
3.	Number of clients waiting for placement			
4.	Total number of active clients			
5.	Number of weeks of employment generated			
6.	Wage Range			

Appendix E

Rules for computing costs (HRE, HCS, and alternative program) in the absence of supported employment

Rules Guiding the Estimation of Alternative Supports

In order to facilitate the estimation of alternative supports, the 461 clients were divided into nine groups based on age, geography and hours worked. The following is a description of the groups. For the purposes of this analysis, clients "residing in the Northeast Avalon area" included all clients served by the Avalon, Vera Perlin and Visions Employment Corporations.

Group 1: Clients who were less than 18 years of age for the entire fiscal year 2000-2001 (n=10)

Group 2: Clients who turned 18 during the fiscal year 2000-2001 (n=7)

Group 3: Clients (except those in Groups 1 and 2) who were less than 21 years of age for the entire fiscal year 2000-2001 (N=61)

Group 4: Clients (except those in groups 1-3) who resided in the Northeast Avalon area and who worked 1820 hours or more during the fiscal year 2000-2001 (n=29)

Group 5: Clients (except those in groups 1-3) who resided in the Northeast Avalon area and who worked between 1040 and 1819 hours during the fiscal year 2000-2001 (n=22)

Group 6: Clients (except those in groups 1-3) who resided in the Northeast Avalon area and who worked less than 1039 hours during the fiscal year 2000-2001 (n=91)

Group 7: Clients (except those in groups 1-3) who resided outside the Northeast Avalon area and who worked 1820 hours or more during the fiscal year 2000-2001 (n=61)

Group 8: Clients (except those in groups 1-3) who resided outside the Northeast Avalon area and who worked between 1040 and 1819 hours during the fiscal year 2000-2001 (n=58)

Group 9: Clients (except those in groups 1-3) who resided outside the Northeast Avalon area and who worked less than 1039 hours during the fiscal year 2000-2001 (n=122)

HRE Costs in the absence of the program

GROUP 1

1. No HRE costs added since these clients were all less than 18 years of age for the entire period.

GROUPS 2-9

2. If any HRE benefits were received in 2000-2001, benefits were projected for the period of entitlement (note that the period varies for those in group 2 since they turned 18 during the year). That is, the full amount of HRE benefits that the person received or would have been entitled to (including any categorized as "basic", "Rent", or "other" had they not been working) were included. The only HRE benefits that was not added back in was "Social Assistance Transportation" because it was anticipated that this amount was probably only provided in order to enable the person to go to work.
3. If no HRE benefits were received in 2000-2001, basic social assistance benefits were projected for the full fiscal year based on entitlement.
4. If individuals were known to be **working prior to their referral** to the corporation, their entitlement was reduced to "prior use" levels.
5. For the one individual who previously attended the pre-vocational centre, projected HRE costs were increased based on the pre-vocational centre per diem ($). No other alternative program costs were projected for this individual.
6. For clients who were married and not currently in receipt of HRE benefits, none were projected.

The amount of social assistance projected for people for whom there was no record of HRE usage (either because in the year of referral they were less than 18 years of age or FACTS data was not available for the year of referral) is probably an underestimation. In the absence of prior information, entitlement was projected at basic income support level. However, it is likely that

many people, especially those working full time, are living in their own apartments of Board and Lodging with non-relatives.

HCS Costs in the absence of the program

GROUP 1

1. No HCS costs added since these people were all less than 18 years of age for the entire period and if they were receiving supports, they would have been under the auspice of Child Youth and Family Services.

GROUPS 2-9

2. If HCS benefits received during the fiscal year 2000-2001, the full amount of HCS benefits that the person received or would have been entitled to (including Home Support, flat rate, FRS rent, FRS Board and Lodging, and FRS "other) was included. In instances where the Flat rate was reduced as a result of income, the Flat rate was reinstated to the $125.00 per month level.
3. If HRE benefits received but no HCS benefits received, Flat Rate was not projected.
4. If no HRE or HCS benefits were received during the year, Flat rate was projected only if the person required a full time co-worker or had a history of receiving Flat Rate or Home Support prior to 2000-2001.
5. For individuals known to be living in Group Homes, Cooperative Apartments, or ILAs, and if they worked more than 250 hours during 2000-2001, HCS projected costs were calculated based on the number of hours they worked times the applicable residential staff wage rate ($ for Groups Homes and Co-ops; $6.48 for ILAs). No other alternative program costs were projected for these individuals.
6. If **actual costs of Home Support in 12 months prior** to employment were known and appeared to be indicative of the amount of home support required in the same living situation, then the prior amounts are included in the projected FRS column and no other alternate program costs are projected.

It is noted that HCS projected costs may have been underestimated given that data was only available for two time periods (2000-2001 and the 12 months prior to referral) and past usage of HCS supports was a requirement in the projection of Flat rate for clients. It is possible that some clients may have actually received HCS supports at some time but that our data did not capture this usage.

It is further noted that in calculating the projected Home Support costs, the rate for self-managed care (2000-2001) was utilized. This was the lowest of the two prevailing rates at that time.

Alternate Program Costs

GROUP 1

1. Alternative Program Costs were added at $1450 (cost of Vera Perlin Summer Program) for those in the Northeast Avalon area who worked only during the Summer period (less than or equal to 7 weeks) and returned to school in September;
2. For those outside the Northeast Avalon area who worked only in the Summer months, $776 (the equivalent of 20 hours of respite a week for six weeks);
3. For those who began work in the Summer, did not return to school, and worked more than 7 weeks, alternative program costs were estimated as follows: for those living with family, 50% of hours worked were projected at respite rate; for those living with others, 100% of hours worked were projected at respite rate.

GROUPS 2-9

4. For those in group 2 (only) who appeared to have only Summer employment and returned to school in September, the rules applied were the same as for Group 1 (see above);
5. For the remainder of people in group 2 and for people in groups 3-9:
   - if individuals worked **less than 250 hours**, no costs for alternative programs were projected;
   - If they worked **more than 250 hours**, were living in the Northeast Avalon area, and were not receiving any home support, alternative program costs were estimated to be $8140 (the annual cost of attending the Vera Perlin training centre);
   - If they were in the Northeast Avalon area and were in receipt of Home Support or if they lived outside the Northeast Avalon area (regardless of whether they were receiving home support or not), projected alternative program costs were estimated as follows: for those living with family, 50% of hours worked were projected at respite rate; for those living with others, 100% of hours worked were projected at respite rate.
6. No Alternative Program Costs were estimated for people who had a **primary disability** other than a developmental disability **and** required no co-worker support in their employment **and** were not already in receipt of home support.
7. **No alternative program costs were added** for persons **currently attending** Vera Perlin in St. John's and working between 250 and 1820 hours.
8. If it was known that Home Support Workers were being used to support clients in their employment, then no extra Alternative Program Costs were projected.